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THE FORT ST. GEORGE GAZETTE

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Part IV.—Proceedings of the Madras Legislature.

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SUPPLEMENTS—

Bill No. 5 of 1920.—The Madras Local Boards Bill, with Statement of Objects and Reasons—Tamil, Telugu and Hindustani.

Bill No. 6 of 1920.—The Madras Village Panchayat Bill, with Statement of Objects and Reasons—Malayalam and Hindustani.

Minutes of dissent on the Madras Town-Planning Bill—Tamil, Telugu, Kanarese, Malayalam and Hindustani.

Bills to be introduced into the Council of the Governor of Fort St. George for the purpose of making Laws and Regulations.

Under rule 33 of the rules for the conduct of business at meetings of the Council the following Bills, together with the Statements of Objects and Reasons, are published for general information :—

BILL No. 5 OF 1920.

The Madras Local Boards Bill.

WHEREAS it is expedient to make better provision for the organization of local boards in the Presidency of Fort St. George ; for the construction, repair, and maintenance of roads and communications in local areas therein, not included within the limits of any municipality ; for the diffusion of education in such local areas ; and for other objects of public utility calculated to promote the health, comfort and convenience of the inhabitants of such local areas ; It is hereby enacted as follows :— **Preamble.**

CHAPTER I.

PRELIMINARY.

1. This Act may be called "The Madras Local Boards Act, 1920." **Short title.**

2. (1) It extends to the territories, for the time being administered by the Governor in Council of Fort St. George, situated beyond the limits of the City of Madras, as defined under the Madras City Municipal Act, 1919, or other law in force for the time being, and not included in any municipality, as defined under the Madras District Municipalities Act, 1920, or other law in force for the time being. **Local extent.** **IV of 1919.**

(2) It shall come into force in any district on such date as the Governor in Council may by notification direct. **Commencement.**

Penalties for continuing breaches—*cont.*

Section or rule. (1)	Sub-section or clause. (2)	Subject. (3)	Daily fine which may be imposed. (4)
258	..	Carrying on milk-trade without licence or contrary to licence ..	Five rupees.
262	..	Opening or keeping open private market without licence or contrary to licence.	One hundred rupees.
263	..	Sale or exposure for sale of animal or article in unlicensed private market.	Twenty rupees.
269	..	Carrying on butcher's, fishmonger's or poulterer's trade without licence, etc.	Ten rupees.
290	..	Failure to obey requisition to cleanse or disinfect buildings or articles.	Do.
Rule 57 of Schedule IV.	..	Failure to obey requisition by auditors to attend, give evidence or produce document.	Twenty-five rupees

F. J. RICHARDS,
Acting Secretary to Govt., L. & M. (Legislative) Dept.

Proceedings of an Adjourned Meeting of the Council of the Governor of Fort St. George assembled for the purpose of making Laws and Regulations under the provisions of the Act of Parliament, 5 & 6 Geo. V, Ch. 61.

The Council re-assembled at the Council Chamber, Fort St. George, at 11 a.m. on Thursday, the 1st April 1920.

PRESENT:

His Excellency the Right Hon'ble Lord WILLINGDON of RATTON, G.C.S.I., G.C.I.E., G.B.E., Governor of Madras—*Presiding.*
The Hon'ble Diwan Bahadur Sir P. RAJAGOPALA ACHARIYAR Avargal, K.C.S.I., C.I.E.
The Hon'ble Mr. C. G. TODHUNTER, C.S.I.
The Hon'ble Mr. A. R. KNAPP, C.B.E.
The Hon'ble Mr. A. Y. G. CAMPBELL, C.I.E.
The Hon'ble Mr. S. COX.
The Hon'ble Major-General G. G. GIFFARD, C.S.I.
The Hon'ble Mr. R. A. GRAHAM.
The Hon'ble Mr. W. J. J. HOWLEY.
The Hon'ble Mr. R. LITTLEHAILES.
The Hon'ble Mr. E. S. LLOYD.
The Hon'ble Diwan Bahadur L. D. SWAMIKANNU PILLAI Avargal, I.S.O.
The Hon'ble Diwan Bahadur P. TYAGARAYA CHETTI Garu.
The Hon'ble the Rev. E. M. MACPHAIL, C.B.E.
The Hon'ble Mr. C. V. S. NARASIMHA RAJU.
The Hon'ble Mr. K. VENKATAPPAYYA PANTULU.
The Hon'ble Rao Bahadur T. BALAJI RAO NAYUDU Garu.
The Hon'ble Mr. P. SIVA RAO.
The Hon'ble Mr. B. V. NARASIMHA AYYAR.
The Hon'ble Mr. V. MADHAVA RAJA, Elaya Nambidi of Kollengode.
The Hon'ble Rao Bahadur V. K. RAMANUJA ACHARIYAR Avargal.
The Hon'ble Rai Bahadur T. N. SIVAGNANAM PILLAI Avargal.
The Hon'ble Sri RAJA RAO VENKATA KUMARA MAHIPATI SURYA RAO Bahadur, Raja of Pithāpuram.
The Hon'ble Mr. B. VENKATAPATI RAJU.
The Hon'ble Khan Sahib HAJI ABD-UL-LAH HAJI QASIM SAHIB Bahadur.
The Hon'ble YAQUB HASAN SAHIB Bahadur.
The Hon'ble Khan Bahadur A. T. G. M. AHMAD TAMBI MARAKKAYAR SAHIB Bahadur.
The Hon'ble Mr. J. F. SIMPSON.
The Hon'ble Mr. J. H. THONGER.
The Hon'ble Mr. T. ARUMAINATHA PILLAI.
The Hon'ble Mr. M. C. RAJA.
The Hon'ble Diwan Bahadur T. DESIKA ACHARIYAR Avargal.
The Hon'ble Mr. M. D. DEVADOSS.
The Hon'ble Mr. H. H. G. MITCHELL, O.B.E.
The Hon'ble Khan Bahadur N. MUHAMMAD USMAN SAHIB Bahadur.
The Hon'ble Rao Sahib M. C. MUTTAYYA CHETTIYAR Avargal.
The Hon'ble Rao Sahib T. NAMBERUMAL CHETTI Garu.
The Hon'ble Rao Bahadur N. SUBBA RAO Avargal.

(*The Vice-President ; Raja of Pittapuram ; Mr. Venkatapati Raju.*) [1st April 1920.

The Hon'ble Diwan Bahadur Sir P. Rajagopala Achariyar presided.

The Vice-President :—" The Council will now resume the consideration of the budget for 1920-21."

The Hon'ble the Raja of Pittapuram :—" I beg to submit that we, zamindars, have been feeling that great injustice is being done to us and that our interests are not being properly safeguarded. When the Reforms Committee was appointed, not a single zamindar was put on it. Our attitude towards the Reforms has all along been favourable to the scheme. As a matter of fact, when the Viceroy and the Secretary of State came Madras we, the zamindars of the Presidency, submitted a memorial in which we said that we were against catastrophic changes and at the same time we wanted Reforms on a large scale. As far as these two points go, I am sure the Government are at one with us. In fine, I may say that the Montagu-Chelmsford Reforms proposals were in accordance with our memorial.

" The next point I wish to refer to is the proposed representation of our community in the Reformed Council. We are thankful to His Excellency the Governor for having raised the number of seats from 4 to 5 but I venture to submit, Sir, that it is far from adequate. Our estates cover more than one-fifth of the area of the whole Presidency. The Government have kindly consented to give the people greater powers than they are at present enjoying and it is but right that our community should be given its proper and legitimate share.

" Another matter which I should like to refer to is that land is at present very heavily burdened with taxation. To go on increasing that is, I beg to submit, hardly fair. In the Elementary Education Bill I find that land is more heavily taxed than other interests. It is but right that when the whole population is to be benefited by this measure the whole population should bear the burden and it is not fair that only land should be taxed.

" The next subject I should like to deal with is the question of the elevation of the depressed classes. We are thankful to His Excellency the Governor for having kindly nominated the Hon'ble Mr. Raja to this Council and we appreciate all the good work that is being done by the Government in the interests of these very unfortunate people. But, I venture to say that, they are not going far enough. Some people talk of riots, of course by the orthodox section of the Hindu community. Well, Sir, when they talk of rioting by the orthodox people, why do they not also talk of rioting by the people who have been actually suffering. I do not mean to say that the depressed classes want to do it. But there is that consideration which will have to be kept in mind. They are subjects of the great British Empire which has high and noble traditions. They must be allowed to enjoy the rights which are the natural rights of every human being. The consideration that ought to weigh with the Government is whether their claims are based on justice. I venture to say that they are absolutely in the right as they claim the privileges which ought to be enjoyed by any human being.

" Now I come to the question of labour. I think that it is time that the labouring classes have a representative in the Council to give expression to their views and to give vent to their grievances. There are several questions which will have to be considered by the Government the most important of which will I think be the fixing of the minimum wages.

" Another subject, Sir, I should like to refer to is the question of women. In the Act recently passed—the District Municipalities Act—the amendment to allow women to sit in the Council was thrown out. I consider it a very great pity. Our women are fit to sit in the Legislative Council and they are certainly fit to serve on all the local bodies. Their advice would be, I venture to submit, in several cases much more valuable than the advice which we men could ever give.

" Our women are I think, in no way behind those of any country in the world. We are proud of our women and they should be given all the privileges they wish to have.

" The last point I wish to refer to is about the Agricultural Department. It is a well known fact that that department has been doing excellent work. In particular I refer to the research work. I remember, that was being done by my friend Mr. Sivan. He was doing very good work and I understand that as the department was in certain respects very shorthanded his work had to be stopped. I request the Government to take this matter into early consideration and to see that all the defects are very speedily remedied."

The Hon'ble Mr. B. Venkatapati Raju :—" The President, I congratulate the Hon'ble Mr. Todhunter for the lucid exposition of the budget figures and I am failing in my duty if I do not express our grateful thanks for the friendly tone of his remarks in the budget and his earnestness in seeking the advice of the Council and we will cheerfully co-operate with him in settling the grave issues that are confronting us. I may at the same time plead for forbearance on the part of the Government in our outspoken criticism from a layman's point of view. I echo the opinion of one and all that the Government are the trustees of nations commonwealth and ourselves the representatives of the taxpayers and hence all of us owe a duty to the country to safeguard the interest of the masses who are proverbially poor and whose average income per head is only Rs. 30 per annum. Let us examine the figures of the budget in detail. The Finance Minister reminds that only fifteen years ago our budget stood at four crores and now we are budgeting for an expenditure 11½ crores and if the recommendations of some of our friends are accepted it would be about 12 crores, i.e., we increased it by 300 per cent. We have the closing balance of 210 lakhs last year which we have managed to reduce it to 44¾ lakhs whereas Bombay has left the closing balance at 389 lakhs, Bengal 343, United Provinces 76, Punjab 186, Burma 89, Behar and Orissa 83, Central Provinces 97 and Assam like ourselves about 43 lakhs.

1st April 1920.] *(Mr. Venkatapati Raju.)*

"The only reason for this magnanimous profuseness in our expenditure with a deficit of 2 crores is that in the year 1921-22 the possible revenue of the province would be 14 crores instead of 9 and odd. As Mr. Henry Higgs points out that with the increasing tendency of Governments to absorb a larger share of the national resources, the study of Government expenditure become ever more important. After giving due consideration for the changed economic conditions whether reduction of the cost of administration cannot be brought about should be our aim. Even in 1916-17 our land revenue expenditure stood at 122¾ lakhs now increased to 201½ lakhs—an increase of about 79 lakhs while Bombay wanted to follow suit with 62 while other provinces are moderate in their proposals, Bengal with 16, United Provinces only one lakh and thirty thousand, Punjab 13, Burma 20, Bihar and Orissa 4, Central Provinces 7, and Assam 1. Thus you see the largest increase occur in Madras with 65⅓ lakhs over the revised figure, Bombay 36½ and Burma 22½. In Madras we have provided for the revision of pay of Provincial Civil Service, Rs. 1,61,000 and subordinate services 54⅓ lakhs. The Finance Minister has told us that the Salaries Bill of Subordinate Services was 249 in 1910-11 as against 298 lakhs proposed now together with what was given as grain compensation allowance in 1908. In 1918 war allowance of 41 lakhs was given so that the total increase in nine years is 90 lakhs, i.e., 36 per cent, on the average 4 per cent every year. During the said period say from 1912-13 to 1917-18 there was not much fluctuation in price for rice being quarter less 8 seers though there was sudden increase of price by 25 per cent between 1918-19. I do not know whether Madras is the only unfortunate province for this abnormal price, but I believe the condition is about the same everywhere. I notice that in Bombay they have provided for the revision of pay of Deputy Collector 1·03 lakhs, Mamalidars and Mukhtiardars 1·02 lakhs and subordinate establishment 20 lakhs. In Bengal about 2½ for Subordinate Deputy Collectors as circle officers, in Burma revision of pay of establishment is only 1 lakh and small amounts in the Punjab and Behar and Orissa were allowed, when compared with our exhorbitant proposals. I am not here to oppose any proposal for temporary allowance to be given to the deserving officials for I myself suggested the same in a modified form when it was referred for my opinion. I always insist upon having national or Government economy, i.e., wise administration of country's resources for I know that at times great expense may be an essential part in true economy. I always plead for greater enforcement of economy wherever necessary and practicable economy, retrenchment and reform should be our policy. It is all the more necessary now, as we have stinted our expenditure on productive objects all these years and saved money by economising expenditure on useful objects and management will be shared with people's representatives in a representative council very shortly and there is prospect of addition to our revenues in 1921-22 and with overflowing treasury now as the Government of India loosened their purse strings so far as our balances are concerned, there is every danger that expenditure will be pushed up in every direction in an unprecedented manner unless the whole expenditure is subjected to close scrutiny as the people's voice is not yet audible clearly in this hall.

"I am alive to the exhortation of the Hon'ble Mr. Todhunter that the Government is prepared to hear and give full consideration to all the proposals for economising the expenditure. My present request is to have camparative study and to find out the prevailing prices in the other provinces and the increase of pay during the last decade, the temporary allowances granted by them so that some reasonable amount may temporarily be granted here as well. I earnestly appeal to my colleagues that we should not confound the issue by reference to the increase of salaries to the superior services as that subject is not open for us to discuss in this council. There will be time and occasion for criticisms elsewhere. The Government have already provided for subordinate services 53 lakhs in their peliminary budget while they have already committed to an expenditure of 61 lakhs by providing 11 lakhs for the Police, etc. The Government of India has given *carte blanche* for 42 lakhs more. Let us see what should be the wisest course. Please understand that the public servants form a small fraction out of the total population. Death rate in the country is already high and steadily increasing and resisting power is decreasing. What steps were taken for the improvement of the sanitation in the country? Whether any costly sanitary projects should or should not be undertaken is the burning question of the day? It is the basis of all civilised Governments that a surplus is so much excess revenue taken from the people by the Government over and above its legitimate wants and this excess should equitably go back to the people in all possible ways if reduction of taxation is not thought of for any reason whatsoever. Those who have the interests of the masses at heart would recognise this salutary principle. I am not suggesting any job system of distributing money. For the national well-being appropriate measures can and ought to be taken. We have not yet progressed far to suggest either old age pensions, poor relief, insurance against sickness housing problem of the poor working classes and labourers, but we cannot stint our expenditure on education. Every pie that can be saved is wanted for this purpose alone. Six crores in our Province would be wanted to place education on a satisfactory footing. One crore even is not too much for sanitation and thereby reducing the death rate, another crore is wanted for industrial expansion. The vast mass of agriculturists are in a chronic condition of poverty and highly indebted. At modest computation 60 crores would be wanted for the relief of agricultural indebtedness and this amount can be borrowed and lent to the agriculturists on easy payment system as the Dutch have done in Java. The State treasury will not lose any amount in the long run by lending the amount to the poor agriculturists. There are similar comprehensive measures that could be undertaken for improving the condition of the masses. Either augmentation of salaries or increase in strength in every one of the departments, the Government need not be encouraged by us for they would be too ready to do it and the departments will always be forward in pushing their supposed necessities and the

services would never be backward in pressing their own claims when santharpana of public money is in vogue. If economy has to be enforced every non-official should plead the cause of dumb millions and public opinion should also be enlisted in its favour to induce the Government to postpone distribution of spare money amongst their own subordinates but should give precedence to the classes of the masses who are groaning under several disabilities and half-starving and living in miserable huts, clothed in rags, amidst insanitary surroundings. As the capacity of the people to bear additional burden is phenominally small in India we must resist wasteful expenditure in all possible ways and crave the indulgence of the Government for a careful and comprehensive examination of the whole situation before committing the Province to any avoidable expenditure when it amounts to several lakhs and recurring year after year and when once entangled cannot be got out of it. Let us study some more figures—we have increased the excise revenue from 372 lakhs in 1916–17 to 579 budget figure, now, while Bengal gets 187, United Provinces 181, the Punjab 145, Burma 110 and so on. Is it a desirable source of income? If total prohibition is the goal of excise policy can we build our hopes of future expenditure on this slippery and undesirable basis. We must know that our province is poor for Bengal and Bombay budgeted 4 crores and 370 lakhs respectively for income-tax. We cannot budget for more than 112 lakhs—while our net forest revenue is about 13 lakhs, United Provinces has 33, Bombay 36, Burma 89 and even Central Provinces gets over 15 lakhs. Don't be mislead with the idea that our province is prosperous merely because registration revenue in Madras is 34 against 13 Bombay, 27 Bengal, 12½ United Previnces, 5 the Punjab and so on. But on the other hand it is a sure indication of the growing poverty of the masses whose property change hands very frequently as necessity compels them. In the matter of general administration provincial expenditure from 1916–17 to 1920–21—Madras increased it by 8 lakhs, Bombay 5¾ lakhs, Bengal 3, United Provinces 2, the Punjab 3, Burma 3 and so on. Our expenditure on Police is phenominally high as we have increased it from 39 lakhs at the time of police reorganization to 146 lakhs 89 thousand now. Perhaps this last amount does not include 11 lakhs recently sanctioned. Expenditure on Police is a large and continuous growth of phenominal diversions, when there would be check on it I cannot conceive. Don't be under the impression that we are spending more than the others on education. During the last five years Madras increased it from 83 to 139, whereas Bombay 76 to 148, Bengal 76 to 121, United Provinces, 62 to 130 and so on in round figures.

"If Madras increased the expenditure under the head of Medical by 26½ lakhs, Bombay increased it by 32 lakhs. We are thankful to the Government that the expenditure on sanitation was increased by 17½ lakhs in Madras. Bombay however increased it by 24 and United Provinces 32 lakhs. Our expenditure on agriculture is less than in Bombay, United Provinces and the Punjab. Can we not spend more? I regret to notice that on protective irrigation works we have budgeted at 136 thousand whereas Bombay 33 lakhs and Central Provinces about 15 lakhs.

"The Government should also have provided large amount for improving the drainage condition of deltaic tracts and major irrigation works both productive and protective as well as tank restoration schemes. We can also have some idea of the taxation in our province when we notice that in Madras with 41 million population revenue of 21⅓ crores is raised, especially, where there was not much of income from Customs, Income-tax which is only 3 crores as against 14 of Bombay and 18 of Bengal.

"I earnestly appeal to my non-official colleagues that we should sink all our petty differences, if any, and conjointly act for the nation's uplifting, which can only be secured by jointly pleading the cause of the masses, and persuade the Government to look to the interest of the masses as the first concern before the country's resources are frittered away on unproductive objects and earnestly appeal to the Government before I sit down that this Government should be pleased to follow the example of American Commission method of 1912 that is after personal study of each department, to draw up a sketch of functions, organizations and methods, to settle this descriptive outline with the department itself and upon the agreed basis of fact to build its constructive suggestions and then increase either the strength or salaries as they deem fit not only regarding the subordinate officers but also regarding village officers, peons, copyists and teachers, both trained and untrained as well. I heartily endorse the sentiment expressed by the Hon'ble Mr. Todhunter that with effect from the advent of the Reforms it is hoped that the Government will have a revenue adequate to meet the proposals of this Council and to meet the country's needs and without adequate inquiry and proper readjustment nothing but a temporary scheme can be arrived at and agreed to meet the present difficulties. Our constant prayer to the Government is that every pie that can be spared be utilized for the amelioration of the condition of the masses."

The Hon'ble Rao Bahadur V. K. Ramanuja Achariyar:—"Mr. President, I have great pleasure in congratulating the Finance Minister on presenting a very satisfactory budget. The report of the Salaries Committee was signed last night. Towards the end of the report they say 'the Committee fully realize that the acceptance of their recommendations will involve a great deal of additional recurring expenditure, and they hope that the coming division of resources between the Imperial and Provincial Governments will provide the Local Government with sufficient funds to give effect to their proposals.' I am glad to be able to say that the Finance Member is able to meet all the demands made upon him. He entered 53 lakhs in the preliminary budget, and he has since obtained the sanction of the Government of India to take 42 lakhs from the balance, making a total of 95 lakhs. The Salaries Committee say that no clerk may be paid less than Rs. 30 in the Mufassal and Rs. 35 in Madras, and no peon should be paid less than Rs. 12 in the Mufassal and Rs. 15 in Madras. The effect of this recommendation

1st April 1920.] (*Mr. Ramanuja Achariyar ; Mr. Todhunter.*)

will be to raise the expenditure to 50 lakhs. Out of this, 41 lakhs will represent the war allowance and the grain compensation allowance which have been sanctioned from time to time. The Finance Member proposes to merge these in the salaries to be revised and he proposes to add 9 lakhs more in order that every one may get 30 or 35 rupees. He adds 11 lakhs for increasing the pay of constables and head constables. The total will be about 61 lakhs. With regard to the subordinate executive establishments, the minimum pay of the Provincial Service being Rs. 300, the standard for the highest grade of the subordinate services has been taken at Rs. 250 per mensem. The standard for the lowest grade is Rs. 50 and the standard for the intermediate grade is Rs. 150. Having regard to these standards the Committee has made proposals for increasing the salaries of the executive services. Immediate relief may be given in two ways, either by raising the salaries or giving increments. I have been able to work out the cost of raising the salary immediately to the proposed figures, and I find that the total will be Rs. 4,37,000. This will deal with Revenue Inspectors, the Survey Department, the Salt Sub-Inspectors, Assistant Inspectors, the Educational Department and the subordinates of the Public Works Department. We may take increase to be roughly 5 lakhs. I have not been able to work out the probable increase by giving increments."

The Hon'ble Mr. C. G. Todhunter :—" Five lakhs a year."

The Hon'ble Rao Bahadur V. K. Ramanuja Achariyar :—" We may take the cost of increment at 5 lakhs more. The subordinate clerical staff has not been dealt with for, the Salaries Committee has taken only those clerks whose duties are routine, and it proposes to start them on Rs. 30 and raise the pay to Rs. 60 at the end of their service by an annual increment of Re 1. The object is that when they retire they may receive a pension of Rs. 30 which is considered to be the living wage. Above these routine clerks come a large number of other clerks."

At this stage, His Excellency the President took his seat.

The Hon'ble Rao Bahadur V. K. Ramanuja Achariyar :—" The question of raising their pay is outside the scope of the Salaries Committee's work. But the Government will no doubt revise the pay of these clerks, and as there are more clerks than executive officers I think that 20 lakhs should be provided for increasing their pay. Then we come to the elementary school teacher. The Salaries Committee says that these people should be paid like the clerks. In paragraph 39 of its report, it says : 'The Committee is of opinion that Rs. 12 per mensem is too low and insufficient remuneration for a fully qualified teacher in an elementary school. It considers that an elementary school master should be a person whose influence should count in the village and he should not be an object of charity in the eyes of villagers. It accordingly recommend that Rs. 30 per mensem be recognized as the minimum for a fully qualified teacher in an elementary school, war allowance and capitation allowance being withdrawn."

" I am glad that the Finance Member is willing to subscribe to this statement and he estimates the increase in the salary of elementary teachers at three lakhs. We shall also have to ask the Local Boards to increase the salaries of their teachers also. That will give an increase of 32 lakhs. For the present year I would suggest that the Local Boards be asked to find funds from the unspent balances of Government grants which have been accumulating with several boards. Perhaps in one or two cases this may not be the case. In those cases Government may help them, and next year these advances may be made good to them. Therefore I leave out the 32 lakhs for the present.

" I next come to the village officers. Following the principle upon which their salaries were originally fixed the Salaries Committee has fixed Rs. 15, as the pay of all karnams ; where a karnam has got an assistant karnam, his pay will be Rs. 18, and where he has two assistants his pay will be Rs. 20. It is proposed to give the same pay to all karnams and assistant karnams, because the nature of the work is nearly the same. Formerly their pay was fixed with reference to the revenue of the village. Coming to the case of village headmen, if they are to be properly paid each man will have to be paid not less than 50 or 60 Rupees each, because the work done by them is very important. A village headman is a magistrate, village munsif and is also entrusted with the collection of Government money, etc. The committee therefore proposes to leave him alone, and to treat his work as honorary. A number of us are willing to serve on Taluk Boards, District Boards and Municipal Councils, doing honorary work and the village head-man should be willing to be similar honorary work.

" The pay of the village menials has been proposed to be raised from Rs. 4 to Rs. 8. The Salaries Committee suggests that the number of these servants should be reduced, for it understands that the number is too large, the number having been fixed with reference to the revenue of the village. The President of the Salaries Committee examined this case and estimated the additional cost at 40 lakhs.

" The village officers have been asking for travelling allowance. The Salaries Committee considers that any allowance sanctioned to them will never reach them. It therefore proposes to give a fixed allowance of Rs. 10 to the karnam, Rs. 10 to the village head-man and Rs. 2½ to the vetti at the time of jamabandi. The cost will be four lakhs. I worked out the figure myself. So the total expenditure necessary in order to comply with all the demands made upon Government in adopting the report of the Salaries Committee will be 138 lakhs. The Finance Member has 153 lakhs. Therefore he will have a balance of 15 lakhs. Government will have to meet increased travelling allowance. The Salaries Committee has found that the allowances now paid are not sufficient. It therefore recommends an increase of daily allowance by 50 per cent and road mileage by 50 per cent. There are at present certain restrictions which prevent

(Mr. Ramanuja Achariyar ; Mr. Todhunter ; Mr. Tyagaraya Chetti.) [1st April 1920.

a man from drawing both daily allowance and the travelling allowance. The Committee proposes to do away with this restriction and allow officers to draw both allowances in future. The one represents the cost of transport and the other represents the increased cost of food. The increase under this head will come to four or five lakhs.

"Then Government will have sufficient funds to be able to comply with the Resolution proposed by the Hon'ble Mr. Yakub Hasan to raise the minimum pay, from Rs. 30 and Rs. 35 to Rs. 35 and 40 respectively in the case of clerks and in the case of peons to substitute Rs. 18 and Rs. 15 for Rs. 15 and Rs. 12. I worked out the figure, obtaining the data from the Government offices and I find that this will absorb another 11 lakhs. I think Government will be able to meet this demand also."

The Hon'ble Mr. Todhunter :—"Is that also the Salaries Committee's Recommendation ?"

The Hon'ble Rao Bahadur V. K. Ramanuja Achariyar :—"No. That is my own personal opinion. I think if these changes are made it will give satisfaction to a large body of overworked Government servants. Regarding the Hon'ble Mr. Yakub Hasan's proposal, I recommend compliance with only a portion of the proposal. I deprecate compliance with that portion of the Resolution which asks for proportionate increase. It will be attended with very great difficulties and I shall give one or two examples. The Salaries Committee proposes to fix the pay of the Revenue Inspector at Rs. 50. He is now drawing Rs. 35 or Rs. 40. If the Revenue Inspector is given 30 per cent allowance, he will be getting Rs. 52 and when the pay is ultimately fixed at Rs. 50 he will lose Rs. 2. In the Police Department the existing pay of Sub-Inspectors comes to an average of Rs 50, which is the standard adopted by the Salaries Committee. If he is given a 30 per cent allowance, he will get Rs. 15 and after a short time when the Government accept the proposal of the Salaries Committee, he will be losing Rs. 15 and will become discontented. I therefore think that the proposal to give proportionate increases should be given up. If the cost of food stuffs and increased high prices were only temporary, temporary allowances may be reasonable ; but the Salaries Committee have been advised by Dr. Slater that the high prices have come to stay, and that the prices of articles will not for a long time to come go down. Therefore it is not advisable to give increases which will afterwards have to be taken away.

"Sir, generally it is our function to point out faults in the Budget. But on this occasion I am glad to say there are very great merits in the Budget and the merits are so great that all the faults which one might be tempted to point out have been submerged."

The Hon'ble Diwan Bahadur P. Tyagaraya Chetti :—"As the representative of the Corporation of Madras I have to thank Your Excellency's Government for having provided nine lakhs as a grant to the Corporation in this Budget. Four lakhs were granted last year by the Government as a portion of 17 lakhs for the restricted programme. Five lakhs have been provided in the current Budget and four lakhs in the coming year's Budget and I hope the remaining four lakhs will be provided for in the Budget for the year 1921-22.

"Meanwhile I should ask the permission of this Government to mention that a proposal for carrying out the entire comprehensive scheme for the providing of drainage and water works was debated in the Corporation the other day and it was decided to ask the help of the Government for a two-thirds grant, and the Corporation will meet the one-third. I hope the Government will see its way to accept the proposal so that the City of Madras might in the course of a few years be a city safe for any one to live in.

"I did not want to say much on that matter. Because I believe it is under the consideration of Government. All that I ask for is that an assurance may be given to the Corporation that the help that is asked for will be given.

"The next thing I want to call the attention of the Government to is about the state of the Buckingham canal. My friend the Hon'ble Mr. Numberumal Chetti has interpellated on the state of the Buckingham canal and it was stated in reply that 'the Government do not consider that the circumstance at present warrant any large expenditure on improvements'. The present state of the canal is really very bad. In 1911 I brought to the notice of the Government that Buckingham canal was being neglected in favour of the East Coast Railway. It was so much neglected that the northern canal which ought to keep three feet deep of water always went down to such a state that only two days in every fortnight the canal was capable of being navigated with draught boats of 20 tons. But the Government then moved their finger a little bit and made a bigger allotment to see that the canal was set right, however, it was not all right. Now the state is becoming simply worse. The Hon'ble Mr. Todhunter knows that for the last fortnight the bars at Ennore and Chintamani in the north are being closed all day and opened only for boats to come in and go out once in the day. Because if the bars are opened now and then for boats to pass the little water that is now at Ennore lake will be taken away and there will be nothing left for the cultivation of salt. Now the present position is simply this. Except for six months in the year all those boats of 20 tons and above cannot pass through the Buckingham canal, and even boats of 20 tons are not in a position to go for about twelve days in a fortnight except the two days, the new moon and full moon days, when there is high tide and sometimes the water is so bad that these heavy boats are stranded for days together and so it has become actually impossible for such boats to ply in the canal. If this canal is kept in working order I am sure the firewood famine in Madras will be cleared and also a good deal of paddy from the North can conveniently come in, in the boats and avoid the difficulty of getting freight in the

railways. Under these circumstances I should think that the Public Works Department should strain a little bit and see that the canal is kept in proper order. I think last year a dredger was prepared for removing silt from the canal, but the dredger is there but no work is done. I do not know why that is so. I think the Hon'ble Mr. Howley will tell us why that dredger is not working. I hope he will kindly see that silt is removed and the canal made navigable.

"There is another question which my friend the Hon'ble Mr. Namberumal Chetti has started, i.e., 'whether the scheme for the improvement of the Cooum river within the municipal limits of Madras is engaging the attention of Government?' This is a question which seems to be of very great importaace to the city of Madras. I must say that when I was in this Council in 1911-12 I started this question but it did not strike the authorities concerned that anything of the kind can be done. What I then asked was this: 'Why the Buckingham canal cannot be connected with the Springhaven in the harbour?' It may be done by an open channel or by pipes. If it is done so during high tide in the evening we can take any amount of water in the channel and the Cooum river may be made to receive fresh water always. If that is done it will be made a tidal river and what is said by professional men that a good deal of unhealthiness is due to people living by the side of the canal can be avoided. It has been stated that it is receiving the consideration of Government, and I hope that something will be done to make Cooum a tidal river"

The Hon'ble Diwan Bahadur T. DESIKA ACHARIYAR:—"There are two points with reference to which district boards have to express their concern, namely, with regard to the salary of elementary school teachers and that generally to be paid to their other subordinates. The Hon'ble Mr. V. K. Ramanuja Achariyar has been recounting to the Council the endeavours of the Salaries Committee. While Government servants get increased emoluments, the local fund servants living next door will expect similar treatment. Moreover I may point out that the elementary school teacher who is getting Rs. 11, 12, and 13 a month will at once expect a much higher salary, the result of which will be that each district board will have to find Rs. 1,50,000 or even more in meeting this expenditure.

"The suggestion made in the memorandum presented with the Budget by the Honourable the Finance Member, viz., that local bodies should utilize a portion of the whole unspent balances of grants given by Government in the past to tide them over the year 1920-21 is not likely to lead to any real relief to the boards in this matter. There are boards in which no portion of the grant may be available and there are boards in which if any be available such balance will not be able to meet even a very small fraction of the unexpected demand that will be made upon them. Moreover the boards have found it very difficult to manage their communications and it was a very welcome announcement to them that a provision of 16 lakhs was being made for the maintenance of trunk roads. But from paragraph 12 of the memorandum it appears that with the consent of the Member in charge of the Local and Municipal Department this sum of 16 lakhs is not apparently going to be paid to them during this year. I need hardly point out that the district boards find it very difficult to make both ends meet. Prices and wages have increased. Men and materials cannot be secured even at double the rates of the previous year. I venture to think therefore that immediate relief should be given by the grant in advance of the subsidy of 16 lakhs for the maintenance of trunk roads. If this be delayed and if the boards are asked to face a situation of exceptional stress caused by raising the salaries of Government servants without pointing out any resource for the local bodies to find out the wherewithal to pay their servants in the same manner, I think there would be no little difficulty experienced in the administration of local affairs. The Honourable the Finance Member points this out at the end of paragraph 14 of the memorandum 'The problem for the year is a very grave one' and in the same paragraph he observes that local boards would find a considerable amount of difficulty in making both ends meet. It is a serious situation in which the Government must come to the rescue of all local boards which are expected to pay their elementary school teachers in the manner suggested by the Salaries Committee. I may point out, Your Excellency, that last year we wanted to give an increase of Re. 1 a head to all elementary school teachers serving in one district and Rs. 12,000 had to be provided for six months. I do not know the scales proposed by the Salaries Committee to trained and untrained teachers. Local boards even with enhanced taxes and the new educational cess will not be able to meet the burden caused by the rise of prices and wages. In the circumstances whatever may be the arrangement that could be made relating to the relations between Provincial and Local funds in the near future, the year 1920-21 is an exceptional one as far as local boards are concerned and a provincial subsidy is wanted. I trust the Finance Member will find it possible to help the boards in their present critical situation."

The Hon'ble Rai Bahadur T. N. SIVAGNANAM PILLAI:—"Your Excellency, the Budget that has been presented to the Council by the Honourable the Finance Member is the one relating to the year that has just commenced. It is the last one under the Provincial Settlement scheme which has been in force for a number of years. Under this scheme the receipts and expenditure under a number of heads are divided in certain proportions between the Imperial and the Provincial much to the prejudice of the development of this Presidency. In addition to this, this Government was also asked to contribute a very large sum towards meeting the Imperial deficit. Under the new scheme which will come into operation in the next year the items themselves are divided between the two Governments on a rational principle and what is more, the usual annual drain from our funds to the Imperial will soon cease to exist. Our prosperity year

may therefore be said to commence this time next year, when the reformed councils will have begun work. So far as the current year is concerned our difficulties have been accentuated by the abnormal rise in prices. From the chart that has been supplied to us, through the courtesy and foresight of the Honourable the Finance Member, it will be seen that in the years preceding the great famine of 1877-78 rice second sort which is the staple article of food for the middle classes was selling at sixteen seers per rupee, and it may be taken as the normal basis on which all calculations can be made. During the famine, the price rose to eight seers per rupee; but it began to fall gradually till it came to normal in 1881-82. It was only for two years normal prices continued. For a quarter of century the price was fluctuating within narrow limits, but it was generally mounting up till in 1908 the purchasing power of the rupee was brought to half normal rates, i.e., eight seers a rupee. It was in that year, Government introduced the system of granting allowance for dearness of food-grains which system has continued up to date. In 1918-19 the price rose to 5·75 seers a rupee and it is still rising. It is this abnormal rise in prices that is the most disquieting feature in the current year and it is to tide over the present difficulty that all our efforts should be directed. Our establishments are groaning under the heavy rise in prices and this is a matter well known to Government. They need immediate relief. The only question is whether the relief is to be permanent or temporary. The prices show no signs of abating and, looking at the state of affairs in the world, it does not at all seem likely that prices will ever go down in any measurable period. We have therefore seriously to consider the question of permanent relief. The Salaries Committee which was appointed to investigate the matter has not yet submitted its report. It will no doubt be received soon; but as the matter is of a very important nature and the magnitude of the work is also great, it will not be possible to take the report for serious consideration at once and issue orders forthwith. Further, the question referred to the Salaries Committee is one in which the actual tax-payers are much interested. It would therefore be necessary to publish the report and take it up for consideration after some time to admit of the receipt of criticisms if any.

"The next question is that of temporary relief. The comparative statement of prices printed at pages 10-11 of the non-gazetted officers' appeal brings out forcibly that the yoke of high prices is pressing very heavily on our establishments and that there will be a serious breakdown if immediate relief is not given. When grain compensation allowance was first given and whenever it was renewed, Government were particularly careful to make known their intention to cease the grant of the allowance as soon as the conditions improved. There need therefore be no fear that the grant of a temporary increase is likely to prejudice the final disposal of the question.

"The amount covered by temporary relief till now is 41 lakhs. That sanctioned in G.O. No. 146, dated 18th February 1920, amounts to 9 lakhs. The relief urgently granted only the other day to police constables in and outside the Presidency town amounts to 11 lakhs. The amount of relief which is considered indispensably necessary according to the Hon'ble Mr. Yaqub Hasan Sahib's scheme is estimated by Government at 42 lakhs. Taking all the items together, we find that the total amount required to give somewhat adequate relief to the Government establishment comes to 103 lakhs. The Finance Committee provided 53 lakhs. The Finance Member has been kind enough to obtain the sanction of the Government of India to appropriate for this purpose 42 lakhs from the general balance. There is a reserve of 7 lakhs under '32. Miscellaneous' which can also be drawn on for this purpose. Thus we are in a position to find practically the whole of the amount needed to meet the cost of the proposed temporary relief. I therefore strongly appeal to the Governor in Council to view the matter very sympathetically and to grant the temporary relief in the interests of their establishment who are almost at the breaking point.

"Next to the non-gazetted officers comes the case of the village officers. Theirs is a pitiable lot indeed. Their emoluments cannot even be called a starvation wage. They have till now manfully withstood the temptation to handicap Government by application for relief, in the hope that prices might return to their normal level in the near future; but as there is no such likelihood, they have been holding meetings all over the Presidency and trying to voice their grievances and have them heard. The amount that will be required to grant relief to them is estimated at 50 lakhs. Most of this amount can be found by putting off till the end of the year the promised contribution of 16 lakhs to local funds and by utilizing the unallotted amount of about 30 lakhs.

"The last class of people whose case has not been considered is that of schoolmasters. Full information is not available; but most of the money needed for the purpose will have in the first instance to come from local funds. If Government sanction the relief so far as their teachers are concerned, the local boards may be left to devise ways and means for meeting the expenditure that will first fall on them.

"The need being urgent and the difficulty of finding funds being only temporary, it is hoped that nothing will be allowed to stand in the way. There is still a balance of about 40 lakhs which could be utilized for the purpose. If necessary, a temporary loan can be taken or some of the less obligatory items of expenditure may be allowed to stand over till the next year when it is expected our finances will certainly be in a good condition.

"We are extremely thankful to the Hon'ble Mr. Todhunter for his fully and frankly taking us into his confidence and for his lucid exposition of the budget."

The Hon'ble Mr. K. VENKATAPPAYYA PANTULU :—"Your Excellency, the constitution and pay of both the Imperial and Provincial Services are outside the scope of any discussion in the Council as these are determined by the policy of the Supreme Council. Judging however from

the figures set apart in the budget for the increments in the salaries newly sanctioned, we believe that the administrative machinery will grow still more top heavy and there will be very little margin left for those working in the subordinate services to be provided with anything like adequate pay. In the memorandum presenting the budget it is pointed out that in the salaries of subordinate services there has been within the last 10 years an increase of 36 per cent, whereas in the case of superior services the increase is only 31 per cent. What calls for consideration at this moment is not the equality or inequality in the salaries of different departments and the adjustment of increases in pay proportionate to the position and rank of the services. It is the question of a living wage, a question how to make life tolerable and worth living. It is that which concerns most the subordinate services. Any settlement that may ultimately be arrived at in the matter cannot ignore this aspect of the question.

"Again the new department of depressed classes, labour and emigration, the additions to the Industrial department and the organization of inspectorates in the Educational Department further add to the expenditure on services.

"Almost every department has grown costly and the expenditure in some of them has increased by leaps and bounds. To quote but one instance, the Criminal Investigation Department when it was started in the year 1906 was estimated to cost only Rs. 33,000. But since that time it has risen enormously. We have spent in the current year as much as Rs. 1,82,600 and budget for the coming year has allotted Rs. 1,90,632 to this department. It is difficult to understand the peculiar function which this department serves and which the ordinary Police Department is unable to discharge. Anyhow, from Rs. 33,000 to nearly 2 lakhs is a very long jump and means should be found to curtail the expenditure. This Council has several times urged upon the Government the necessity for a policy of retrenchment in expenditure on this and other departments of public service, but their efforts have proved futile.

"It is apprehended that the reformed Councils will have to face a serious situation. Not to speak of internal defects in the scheme of reforms instituted by the Reform Act, the extraordinary financial strain which the heavy cost of services necessarily implies may prove a great impediment to the smooth working of the responsible Government. Besides the salaries, the travelling allowances have also risen high on account of the increase in the railway rates. But having regard to the fact that the war has ended and the railway companies made great profits during the war, it is time that steps are taken to have the normal rates restored.

"Under class '11. Minor works and navigation', a sum of Rs. 4,57,000 is estimated in the budget for the year 1920-21 under the head of Tank Restoration. Much more should have been allotted for the purpose, having regard to the recommendation of the Irrigation Commission to complete the works within 15 years setting apart at least Rs. 26 lakhs per year (vide Irrigation Commission report, page 109, paragraph 262).

"Coming to the needs of the delta villages of Kistna and Gōdāvari, I may be allowed to state that defective irrigation and defective drainage have been the standing grievances of the ryots for several years past. District conferences and taluk conferences and ryots' special conferences have been held constantly year after year urging upon the Government the necessity of improvement in those matters. Your Excellency will remember that in the month of December last a strong deputation consisting of several of the most leading ryots in both deltas waited upon your Excellency and respectfully laid their grievances before your Excellency. Your Excellency not only gave a very kind and patient hearing to the representations of the ryots but generously promised to inquire into the matter and concert measures to redress the grievances as far as possible

"However it is somewhat disappointing to find that no large sums are set apart for any works for increasing the supply of irrigation or for improvement of drainage.

"Under the head of Drainage we find the following allotments:—

	RS.
Gōdāvari Western division	3,500
Gōdāvari Eastern division	4,000
Kistna Eastern division	12,000
Kistna Western division	2,000

"The drainage works in these deltas have been almost the same for several decades notwithstanding the fact that the area under irrigation has enormously increased. In the Kistna Western division I have seen the Repalle drain which is one of the main drains in delta so far silted up that at one place an island has been formed with big trees on it and the drain has divided itself into small channels on either side of the island, thus preventing the free flow of drainage water in the channel. There are several drainage channels of this sort in the delta and require immediate repairs. Additional drainage has also to be provided for to avoid the paddyfields from being submerged in time of heavy rains. In the Kistna Eastern division the question of Kollair has been for several years past been raised from time to time by some of the Honourable Members in the Council, but their efforts have borne no fruit as yet. The Polam Razu canal extension project has become more and more liable to submersion by reason of drainage from the higher ayacut in the delta and it is a source of loss both to the people and the Government. The sums set apart in the budget for drainage are very meagre and inadequate. Same is the treatment accorded to the matter of irrigation. No great projects of irrigation have been undertaken notwithstanding the complaints about the scarcity of watersupply. I have alluded to these grievances with a view to bring them once more to the notice of the Government and to solicit speedy measures to redress them.

(Mr. Venkatappayya Pantulu; Mr. Namberumal Chetti; Mr. Haji Abdullah Haji Qasim.) [1ST APRIL 1920.

"One other matter which I wish to press upon the attention of the Government. I am thankful for the generous promise of Your Excellency to consider any proposals that may be made for the extension of irrigation and cultivation in my district. But the one thing that strikes me and every body in my district and the district of Kistna is the indifference of the Government to the great work, viz., the Kistna Reservoir project. If this project is taken up and pushed through to its completion, thousands of acres of lands will be brought under irrigation and all the difficulties now felt on account of defective water-supply in the existing delta will be removed. The project will go a great way to meet the scarcity of food-grains as it will enlarge the area under paddy in the Kistna district and will convert the district of Guntur also to the granary districts of this Presidency.

"It is a matter for regret that the Government of India has put off the consideration of question till after the completion of Cauvery project. But that amounts to the postponement of the schemes indefinitely.

"The taking up of the Cauvery project will be dependent upon the settlement of the claim of the Mysore Government regarding the Kannambadi dam which has been reopened on account of the setting aside of the award already made in the matter. Besides the extraordinary conditions of the country call for immediate attention of the Government and such important measures which are calculated to relieve the strain must be speedily undertaken even at the risk of other matters of administration being delayed for a period. The most important thing for the people always and more particularly now is the food and food-grains and any measures that go to enhance their supply must receive first and foremost attention on the part of the Government. Therefore I urge upon the Government the necessity of taking up the Kistna Reservoir project at the earliest opportunity and not to put it off till the Cauvery project is completed."

The Hon'ble Rao Sahib T. NAMBERUMAL CHETTI :—"With reference to the observations of the Hon'ble Mr. Tyagaraya Chetti regarding the Buckingham canal, I may bring to the notice of the Council that the Punjab Administration gets the largest percentage (viz., 11½ per cent) of return on the capital expenditure on their canal works. Next comes Madras, the return we get being 9·95 per cent. It behoves the Government to make proper inquiries as to the cost of the necessary improvements to be made to the Buckingham canal in view to making it pay like the other canals in the Presidency. Before the advent of the East Coast Railway the chief food-grains and vegetables for the needs of the city came by this canal; and it is an acknowledged fact that freight by water is one-tenth of the freight by rail. I understand that freight for food-grains by the East Coast Railway has been reduced in order to compete with the canal. I think that the failure of the canal is due to the advent of the East Coast Railway.

"Another matter to which Mr. Tyagaraya Chettiyar drew attention was the improvement of the Cooum. Out of the 9 lakhs of rupees allotted in this budget for general improvement of the town, if the Government would earmark 2 lakhs for the improvement of the river and insist on the Corporation utilizing it for that purpose, water-level in the river will rise, boats will ply in large numbers on the river and the price of food-grains will be reduced considerably, while the bad smell of the water will also be reduced."

The Hon'ble Khan Sahib HAJI ABDULLAH HAJI QASIM SAHIB Bahadur :—"Your Excellency, I beg leave on this occasion to refer to a few matters which affect the districts of Malabar and South Kanara which I represent in this Council.

"I shall first briefly refer to the resettlement of the Wynaad in Malabar and The Nilgiris, which is at present impending. This is a matter about which there is considerable feeling of dissatisfaction in both the Wynaads. There is a feeling whether well grounded or not that the Government is not dealing with the matter fairly, that the Government are treating the local janmis differently from the planters in the same area and that the enhanced assessment is unjust and too high. The Wynaads are the malanad portions of Malabar and The Nilgiris. They were first settled in 1887-88. After that settlement large extents of the land came to be relinquished or sold for arrears of revenue and bought in by Government for want of purchasers; and while reviewing this fact in 1897 the Collectors of Malabar and The Nilgiris drew attention of the Board of Revenue to the peculiar local conditions and even to the facts that land worth only Rs. 10 per acre had been assessed to Rs. 2 to Rs. 2–12–0 per annum. In conditions such as these a further increase of the assessment again now, a revision of the registry of the land and the impression that the Government in its desire to secure uniformity of practice at resettlements have been harsher in their decisions than the Special Settlement's Officer himself, have created a feeling of alarm among the janmis. The subject is too complicated to be explained even briefly on this occasion, but I refer to it to appeal to Your Excellency to look into the matter with the reference to the previous history of the subject and decide whether the janmis have or have not any good cause for grievances. I believe that they have, and that the Government Order on their memorial does not do them full justice. I fear the Government have not full understood the local conditions calling for special lenient treatment of the tract. If instead of undertaking the task of improving or opening up these malanad tracts as is done in the neighbouring Mysore State, if the Government persist on resettlement on the lines now proposed, I fear that the results will be deplorable both for the janmis and the revenue of Government. As the Special Settlement Officer reports 'I should point out that the janmis have considerable difficulty in recovering the assessment for fugitive cultivation from their tenants. Much of these cultivation is carried on by wandering Paniyans and Kurumbas, who leave the place after reaping the crop. The janmi has usually no establishment to azmaish his often

vast jungles, nor can he resort to the attachment of the crop before it is harvested as the Revenue Department can. The fugitive cultivator seldom or never asks permission to cultivate and executes no agreement to pay assessment. Once the crop is reaped there is nothing against which the janmi can proceed and the process of the civil court will never be of assistance. The janmi cannot go to court on the vague chance that he might recover a rupee. He would pay twenty in cost. I would draw the Board's attention to this aspect of the case. It is an argument in favour keeping the pepper corn rate very low.' Your Excellency, these janmis of the Wynaad are mostly all small janmis and I have referred to these extracts only to indicate that the case of these small janmis is a hard one deserving of sympathetic consideration.

"Another subject I wish to refer to relates to G.O. No. 970, dated 8th August 1919, making the levy of fees at prescribed monthly rates except from pupils of backward classes compulsory in elementary schools. I think it is an unfortunate order especially on the eve of the Government introducing an important reform in elementary education with their Elementary Education Bill. As a consequence of this order the number of school-going children has fallen appreciably and in several cases the schoolmasters have been compelled to resort to many improper devices to show a sufficient strength on the rolls only. In the course of my tour as a president of a taluk board I have had occasion to discover several such instances. I request the Government to obtain opinions from the several local bodies and selected private managers on the effect of this order and come to an early decision to substantially amend the same.

"I wish also to draw the attention of the Government to the fact that the subordinate staff of the Agricultural Department is quite inadequate to the requirements of the several districts. In our part of the Presidency some of the land-holders and cultivators have begun to try the methods recommended by the Agricultural Department and it is important for a wider acceptance of these methods in the future that these first attempts by private individuals should receive intelligent direction and guidance so as to be successful. Moreover, as the scope of the operation of the Agricultural Department extends involving much preliminary investigation and demonstration of new methods in new branches of agriculture, the present staff is compelled to live the earlier branches of work more or less unattended to for want of time. The whole of my district of South Kanara, for example, is in charge of a single inspector and it is only natural that he cannot give, however painstaking he may be, his effective attention to any one place or piece of work. Agriculture is our main industry and the principal source of revenue and I think the Agricultural Department ought to have its hands further strengthened in the good work it has been showing in recent years.

"I am glad that Your Excellency's Government called an informal conference to consider the subject of industries in this Presidency and trust that it will found possible to take definite steps in the matter in the coming year and that money will be available to give effect to the decisions of Government. There are exceptional facilities for the starting of the several new industries on the west coast and there are many small industries that await organization, encouragement and assistance in finding markets to grow into strong life. I hope that Government will be in a position to consider the conditions of these industries at an early date.

"As I learn that the new panchayat courts have not yet been constituted and that the rules to be framed by the Governor in Council under the Act have not been notified, I wish to make a suggestion. These courts will have a far-reaching influence on village life and I trust that Government will be pleased to place the draft rules before this Council previous to notifying them, and that in any case the Government will provide some efficient machinery for frequent inspections of these courts so as to present their creating faction in the village or being used as a tool for oppression of the poorer villagers. It has to be remembered that the new panchayats will have to try many offences which hitherto have been tried by stationary magistrates and that generally these new courts may not be able to discriminate between mere civil wrongs and criminal offences.

"The last year was one of great stress and even the district of South Kanara was very badly affected by the scarcity of rice and other food-grain and prices going far above even the famine rates. The situation this year is easier so far; but the prices, though they have gone down to some extent, still rule very high. Possibly the situation in the west coast may suddenly get worse again with the burst of the monsoon. In this connexion I must not omit to express our appreciation of the work of Mr. Moir and our gratitude to Your Excellency's Government and Collectors Messrs. Ellis and Hall for their unceasing interest in the work of alleviating the prevalent distress last year. I refer to the matter here so as to suggest to the Government that it may be ascertained whether sufficient quantities of rice and other food-grains are held in the districts against the monsoon months before the ports are closed.

"Before concluding I wish to refer briefly to a few local matters that are exercising the public mind in my districts. There is some dissatisfaction in Malabar by reason of the one urban seat that it was allocated to Calicut being taken away. It appears hard that the seat to which Calicut was found entitled from its population and general importance should be given away to towns which are less important in every way. I mention this grievance so that Government may be pleased to restore the privilege to Calicut if they can see their way to do so now.

"Then there is the question of the Mulgeni Rent Enhancement Bill. Every member of this Council from Malabar and South Kanara has been asking for its early enactment. I again urge upon Your Excellency's Government that the Bill may be introduced at least at the next July meeting of this Council. I must also refer to another old question—that of a railway from Mangalore or Malpe connecting it with the Mysore Railway system. There is the fear that probably the superior claims of South Kanara are not being pressed with sufficient force before

(Mr. Haji Abdullah Haji Qasim ; Mr. Ahmad Tambi Marakkayar.) [1st April 1920.

the Government of India and the Mysore Darbar. I beg that Your Excellency's Government may be pleased to consider what improvements should bo undertaken with reference to Malpe or Mangalore and what should be done to persuade the Mysore Darbar to return to their old love. His Highness the Maharaja of Mysore was recently in North Malabar and again at Bhatkal. It appears that Bhatkal would require a huge sum of money to be converted into a harbour. Malpe being naturally protected, may possibly cost much less. I pray that Your Excellency's Government will be pleased to give the fullest consideration to this important matter affecting the economic prosperity of the whole district of South Kanara and of the planters of Mysore.

"I learn from a reply to a question of mine that the attention of Government has been drawn to the fact that the sea causing considerable erosion in certain ports of the west coast and that much valuable property is being washed away near the river-mouths. This is said to be due to the silting up of river-beds and river-mouths and the change of currents. It ought to be possible for Government to depute an expert early to examine these conditions and suggest means to prevent further loss of valuable properties by erosion in this manner.

"I am glad that the budget has provided a round sum for affording relief to its low-paid subordinates and I am glad also that the Government before distributing the same will take into consideration the condition of the village establishments and schoolmasters. There is much expectation in this matter all over our side of the Presidency and I hope that the decisions of the Government will be reached soon and that it will be satisfactory to these poor hard-worked low-paid subordinates."

The Hon'ble Khan Bahadur A. T. G. M. Ahmad Tambi Marakkayar Sahib Bahadur :—"Your Excellency, before I proceed to make a few remarks as is done usually I consider it my duty to congratulate the Honourable the Finance Member on the careful way in which the budget has been prepared and the consideration and courtesy he has showed to us during the discussion of the same in the Committee.

"I am glad Your Excellency is particularly anxious regarding the industrial development of this Presidency, and Your Excellency has been pleased to convene a conference at which various subjects concerning the industrial development were fully discussed. I am sure Your Excellency would have framed a definite scheme and entrusted the same to the Director of Industries to be placed before the Conference of Directors at Delhi. Your Excellency has been taking keen and personal interest in regard to industries and agriculture, and it is my wish that during Your Excellency's tenure of office this Presidency should become self-contented without relying upon foreign imports. May I suggest to Your Excellency's Government the desirability of making careful investigation of the raw products of this Presidency with which the finished products are to be made and if necessary, at the first instance, to undertake the concern and then hand over the same to private concerns for being run if it is successful?

"I am very much thankful to Your Excellency's Government for having accorded sanction for the establishment of schools of navigation in Negapatam, Cocanada and Calicut and for having appointed Captain Muhammad Abdul Qadir Malumiar as instructor in these schools. am sure the action of the Government will be greatly appreciated by the commercial public, especially by owners of sailing ships and others, as this is the first school of the kind started in India. I understand Your Excellency's Government has fixed a fee of Rs. 10 for mates and Rs. 15 for captains. It is my earnest desire that navigation should be taught free as the establishment of these schools will not cost much. I therefore trust that Your Excellency's Government will view my suggestion favourably in consideration of its importance.

"I am also thankful that on my suggestion a sum of Rs. 60,000 has been allotted towards the construction of the bridge across the Kaduvayar at Negapatam which has been a longfelt want and the importance of which I have been incessantly pressing on the attention of the Government. I therefore hope that Your Excellency's Government will kindly take up the construction of this important bridge at an early date.

"My thanks are also due to the Government for having set apart a sum of Rs. 10,000 towards the construction of the Veterinary dispensary at Negapatam which, I trust, will be completed during the financial year.

"While thanking the Government for its generosity in placing at the disposal of the Municipal Council, Negapatam, a sum of Rs. 12,000 last year for the construction of a choultry for the benefit of the pilgrims arriving for the Kandoory festival at Nagore which will relieve the congestion at Nagore, I have to say that it will not relieve the congestion during the festival at Negapatam where a large number of pilgrims halt in mosques and insanitary buildings. Negapatam has a large Muhammadan population whose bounties the pilgrims look to during the festival. Further the pilgrims get down at Negapatam as the processions start from there and walk to Nagore along with the procession by the metal road. Hence the construction of a choultry at Negapatam is very essential. I may say that the choultry will be not only useful to the pilgrims arriving at Negapatam during the Kandoory festival, but will also be useful to Christian pilgrims visiting Velanganni and to those going to Negapatam during the big local Hindu festivals. I therefore request Government to allot a sum of at least Rs. 20,000 towards the construction of a choultry at Negapatam which will be most useful to all classes of people visiting the place. I admit that I did not place this proposal definitely before the Finance Committee, but I hope Your Excellency's Government will consider the importance of the matter and do the needful to alleviate the hardships of the large number of pilgrims of all classes visiting Negapatam.

1st April 1920.] *(Mr. Ahmad Tambi Marakkayar ; Mr. Siva Rao.)*

"It is also my duty to impress on the Government the necessity of providing Negapatam with a suitable drainage. The surface drainage scheme originally proposed did not find favour with the Government as the Surgeon-General was for a covered drainage scheme. The covered drainage scheme was ordered to be investigated and I do dot know if the Sanitary Engineer has prepared the estimates. Though not a professional man myself, I may say that the surface drainage scheme is always an indispensable requisite for a coast town like Negapatam in addition to the covered drainage for the purpose of carrying storm water. The Government may not be able to provide all the funds at once. The expenditure necessary for the scheme may be spread over three years, as generally such schemes are not completed in one year. Hence I request the Government to push on with the scheme early and provide at least one-third of the funds at present. I am specially interested in securing relief for Negapatam from the dirty cesspools in the streets and a filthy sewage water overflowing and running along the streets which are themselves not only an eyesore but also the breeding place of mosquitoes. It is most undesirable to leave the drainage scheme in the lurch when water-supply has been provided. I am not particular which scheme is sanctioned so long as my town is relieved of the mosquitoes nuisance.

"I have been very often pressing on the attention of the Government the necessity of providing accommodation to the Indian officers of Government such as deputy collectors, tahsildars, magistrates, sub-judges, munsifs and civil surgeons but my suggestions have not received favourable consideration. Government provide quarters for the Police and Salt officers as soon as a new factory or circle is opened. The officers whose cause I plead are placed under circumstances in no way different from the Police or Salt officers and in the face of increased influx into towns the difficulty of securing a decent and sanitary residential accommodation has become greater. I have known various places in which the officers have to rely on the mercy and generosity of owners of houses who in most cases are unwilling to oblige the Government officials and throw all obstacles in the way. I do not ask the Government to give the quarters free, and the officers will only be too glad to give a portion of their salaries towards the house-rent. This is a matter which requires the earliest attention of Government.

"I may also in passing remark on the necessity of opening more model farms and agricultural stations, and invite the attention of the Government to the necessity of attaching small factories for the manufacture of bone mill and other scientific manures, the necessity for an increased supply which is keenly felt by the agriculturists all over the country. I must say that this increased interest is due to the earnestness of the Agricultural department with more trained men for the spread of agriculture. I may take the liberty of suggesting that the higher officers of the department should have personal contact with the educated and practical landholders.

"Finally I beg to request Your Excellency's Government to be so good as to make necessary arrangements for the appointment of Muhammadans as District Magistrates, District Judges, Superintendents of Police and Secretaries to Government, as such appointments are not held by them at present."

The Hon'ble Mr. P. Siva Rao :—"I heartily congratulate the Hon'ble the Finance Member on the satisfactory budget. This is the first prosperity budget, if I may so call it, we have had for several years past and I also thank him for the opportunity he gave us to enable us to have a full discussion of the budget proposals and also for the way in which he took us into his confidence, even from the earliest stage of the budget preparation. I must also say that the Madras Government for some reason or other have been economising in the past, so much so that we ran the other day the risk of losing a considerable portion of our balances by way of proposed contribution under the Reforms Scheme. Even now I am not quite sure of the result but I hope a satisfactory solution will be arrived at by the Financial Relations Committee. And I may at once give out one reason for my calling this a prosperity budget. The revised estimate for 1919-20 showed an expenditure of 973 lakhs whereas the budget as finally settled for 1920-21 covers an expenditure of 1,133 lakhs, showing an increase of nearly 200 lakhs. We have drawn on our balances to the extent of about 150 lakhs. This I say is a very satisfactory feature of the budget. We have been trying to keep up the normal standards of expenditure. We have not been able to do so in the past. So many items had to be provided for and it was not done for some reason or other especially during the war, and I must say the allotment for education is satisfactory. It has risen from 83 lakhs in 1917-18 to about 139 lakhs in the current year's budget. I am also thankful to the Finance Member for taking over the trunk roads under Government control. Any proposal by which local bodies are relieved of their financial burdens will be welcome to us. Only a few years ago the Government were pleased to embark on a policy of taking over the district headquarter hospitals, which has effected relief to local bodies to a considerable extent and this measure of relief too will be equally welcome. This is a very welcome feature of the budget. I need not dilate any more on the merits of the budget and we cannot help striking a jubilant note in view of the prosperous era dawning upon us. Honourable Members are aware that for 1921-22 the divided heads will be abolished. We shall have land revenue and excise, which form the bulk of our resources and then I may say we shall be gainers to the extent of about 5 crores. So we shall have 14 crores at our disposal in the budget for 1921-22 including other revenues to the extent of 9 crores.

"The only fear we have got is about the most inequitable contribution by the Local Government to the Government of India proposed in the Reforms Report; it was proposed that we should pay to cover up a deficit of the Government of India which was 12 crores and which has dwindled to six crores owing to some windfalls and I hope it will dwindle still further. This

means that we will have to pay much less as our contribution and more money will be available for our expenditure in the country. And then I sincerely hope that before long we will have full Provincial financial autonomy. We shall be allowed to spend the local resources for ourselves in the best manner possible. I said at the outset that our standard of expenditure has been very low and much remains to be done in the way of extension of medical relief, sanitation, development of elementary education, and the development of industries, and it is peculiarly fortunate that we have every reason to congratulate ourselves, especially when we have to embark on new schemes of enterprise that we have got these financial relief.

"The burning question of the day in connexion with the budget is the question of the salaries. I propose to pass a few remarks on it. There has been acute discontent and wide-spread feeling in the country that the superior officers were very well cared for, while the subordinate servants were neglected and that feeling was quite justifiable in the beginning. When I read first in 1912 that the Government of India appointed the Public Services Commission to consider how best they could improve the prospects of superior officers the Local Government or the Government of India did not entertain for some years of course the idea of a similar committee to go into the question of subordinate servants.

"I was one of those that have been suggesting it though I claim no credit for it. I have referred to this question and I have interpellated also whether the Government had any idea of a committee for the revision of salaries and allowances of these subordinates and I must say, Your Excellency, this has been, a very notable event of Your Excellency's regime. I think it is bound to have very good result by way of bringing contentment and peace to these most overworked subordinates. In regard to the salaries question the Hon'ble the Finance Member has made some provision, first it was 53 lakhs. It is proposed that 42 lakhs should be added to it which will be in all 95 lakhs. The Finance Member fully recognizes that this allotment of 95 lakhs is totally inadequate for the purpose. He realizes that and he suggests that much more will be necessary to meet the whole cost."

The Hon'ble Mr. C. G. Todhunter :—"What I suggested was that the Honourable Members were likely to ask for much more."

The Hon'ble Mr. P. Siva Rao :—"I thought the Honourable Member had foreseen the expenditure and I wanted to give him credit. Whatever that may be the Salaries Committee may demand more and it is expected that roughly according to the calculation of the Finance Member the expenditure under this head of 'Salaries' to subordinates is expected to take one-and a half crores. There are several possible sources suggested from which this money could be drawn. As regards seven lakhs reserve we heartily approve. We heartily approve also the sixteen lakhs which has been allotted for trunk roads. It is only after all in this year that we have to face the difficulty. Next year we will have four crores of revenue which will suffice to meet our requirements. One other proposal the Honourable Member makes is that we shall draw upon 'Unallotted' expenditure. Supposing it is 'Unallotted' it does not mean that it is unnecessary expenditure. It is the unallotted expenditure that the non-official Members have been most advocating for and when the necessity comes to cut out the whole of the unallotted, the Honourable Member will be pleased to scrutinise every bit of expenditure whether it is allotted or unallotted. It only means unallotted by Government. In our view what is unallotted is non-allotted. I propose that the provision in the budget for expenditure under the heading of New Works, may be cut out. There is no harm in postponing these works for another year.

"Now, Your Excellency, I have to refer to one matter. The Hon'ble Mr. Ramanuja Achariyar, a Member of the Salaries Committee, was telling us that the pay of the elementary school teachers should be raised to Rs. 30. I do not say anything about the class of elementary school teachers but we should seriously consider whether it does not err on the side of over liberality. Most of this burden will fall on the poor local bodies. The Government decide this matter without hearing these bodies and unless these bodies are subsidized for the purpose they would not be able to meet this expenditure. The Government elementary institutions are only very few. I am seriously thinking that if this responsibility comes on us to-morrow how are we to meet it? That question seriously arises. The Government will seriously consider the desirability of subsidizing us. They have pledged themselves to subsidize us.

"This brings me to another question. There has been a revision of pay all round in all Government departments. What about the local services? What about the case of subordinates in the local boards and municipalities? I do not think we can work this staff on their present pay when the Government are paying decent scales to their servants. It is extremely difficult for us to ask local board servants to work on the old scales. Now the question arises if we want to extend the same privileges and benefits to our servants also how are we to meet it? Is the Government going to subsidize us for that also? I do not want to take that extreme step of asking the Government for subsidizing us for all these matters. Before long they have to appoint, if they have not already appointed, a committee to consider the relations of provincial and local finance. The sooner it is done the better. The Municipal Acts that we have just now passed do not solve the question. Until that is done I do not see now we can also raise our standard of expenditure.

"Your Excellency, there is one other question with regard to the salaries. I think I shall reserve my remark when the report is published.

"Lastly, I wish to draw the attention of Your Excellency's Government to the very poor provision made in the budget under the head Major Irrigation Works. Accounts of 1918-19

showed an expenditure of 10 lakhs. In 1919-20 the allotment was reduced to 9. And this year it has again been reduced to 8 lakhs and it stands at that figure now. I strongly press this matter. Hitherto when we were undergoing a severe financial strain we could not come forward with any proposal for irrigation. Now our finances have considerably improved or will be improved at any rate by next year. This Government have not carried out any irrigation works. There are 3 projects in the air, the Kistna project, the Cauvery project and the Tungabhadra project. The first two are said to be productive projects. The Tungabhadra project is said to be protective. Protective work is far important from my point of view. Protective works are those which try to minimize expenditure under the head of Famine-relief in future. It may be said that the Tungabhadra project is expected to cost 12 or 13 crores but when we only take into account the amount spent on the head of Famine-relief it comes to much more than 12 crores. In one year the total cost came up to one crore. I lay stress on the misearable state in my district. The condition has been described very clearly by the members of the Irrigation Commission. I do not want to make any invidious distinction between Cauvery and Tungabhadra projects but when it is a question of choosing between the two schemes, I would rather prefer the protective scheme.

"The Irrigation Commission has stated the condition of my district thus:—

'The most insecure districts are those known as the Ceded districts, Kurnool, Bellary, Cuddapah and Anantapur which have suffered several times from famine. They cover a total area of about 27,500 square miles with a population of nearly 4 millions, the majority of whom depend upon agriculture. The country is broken up by hills and consists largely of soil of poor productiveness, though there is a very considerable stretch of black cotton soil. Owing to the general poverty of the soil, over half the cultivable area is assessed at rates not exceeding 8 annas an acre. More than two-thirds of the landholders pay less than Rs. 10 a year to the Government. The disastrous famine of 1876–78 which is known as having swept away nearly a third of the population was followed by a succession of unfavourable years, and the districts have not fully recovered. A very large portion of the cultivable area is still not cultivated. The population was still about 4½ per cent less than it was 30 years ago.'

"This is exactly the condition of things. The Irrigation Commission's report is correct. And now there is this question of how best we are to face the shortage of food-stuffs in the country. The best means of increasing the production would be by the starting of irrigation schemes wherever possible. If only the Tungabhadra project is taken up, millions and millions of acres will be brought under cultivation."

The Hon'ble Mr. M. C. Raja :—"Your Excellency, may I avail myself of this opportunity to express to Your Excellency's Government and to Your Excellency personally the gratitude of my community for all that you have done for their advancement and for the kind and sympathetic attitude you have taken in regard to their future welfare.

"The new policy of recognizing the existence of the depressed classes who number several millions, as a community having rights and claims upon the Government has been in operation only for a very short time and yet we the Adi Dravida community have every reason to congratulate ourselves that the spirit of that policy is reflected in the new awakening they find among themselves.

"Perhaps Your Excellency will permit me to state one or two cases in which the action of Your Excellency's Government has been specially beneficial to us. No doubt the Protector of the Interests of the Depressed classes now called the Commissioner of Labour was appointed by Your Excellency's Government and that in itself is an active manifestation of Your Excellency's practical sympathy with my community and during the short time that Mr. Paddison has held this office, he has shown in a variety of ways how we could help ourselves and how the Government could help us in this direction. But Mr. Paddison is burdened with duties too numerous for one single official, however capable and sympathetic, to perform efficiently and to the satisfaction of all concerned. I do not know whether the Government themselves realize this fact and whether if they do, they mean to reduce Mr. Paddison's responsibilities to such an extent as to enable him to pay infinitely more attention to the material, social and moral uplift of these classes in whom he has undoubtedly taken a keen interest.

"However that may be, after a careful examination of the situation, I have come to the conclusion that without the creation and maintenance of a separate department for looking after the welfare of the depressed classes, their progress will not, I fear, be satisfactory.

"I need not remind Your Excellency's Government that these classes amount to 6 or 7 millions of the population of this Presidency. Most of whom are absorbed in productive occupation, and it is my firm conviction that justice, equity and commonsense demand that these millions should not be allowed to drift for themselves in a country of castes without helpful direction from the Government. I have stated in this Council that what my community needs most at present is education. I am deeply grateful to Your Excellency's Government for setting apart a sum of 5 lakhs under the head 3. Land Revenue and 2 lakhs under the head 22. Education for opening elementary schools and I cherish the hope that this amount thus allotted will be actually spent during this year to the best advantage of my community.

"I need not remind the Government that the depressed classes are not only socially kept down but are economically the poorest in the country. But nobody can say that there are not among these classes young men of high intelligence who for want of cultivation and opportunity have been allowed to decline and decay without any advantage to the country or to the community. While elementary education is what the masses stand in need of, it cannot at the

same time be lost sight of that if a community should improve its position and its standard of life, it is highly essential that a proportion at least of its members should be allowed facilities for educating themselves so as to undertake the higher and more onerous responsibilities of life. I am therefore anxious that as many as are available for the purpose should be encouraged to prosecute their studies beyond the elementary stage. But under present circumstances not one in a thousand of my community even with the best of intelligence is able to do so, without extraneous help and my humble request to the Government is to give such members of my community the help that they so richly deserve.

"I shall specify what I mean. In the first place there must be a liberal provision of scholarships for the members of my community who deserve encouragement to carry on their education in secondary schools. Secondly, as the conditions amidst which my people live are such that hardly one in a thousand is able to emerge from obscurity and ignorance until he passes a certain age. Unlike other more fortunate communities the boys and girls of which begin their education early, the members of my community are compelled by poverty and other reasons to begin their educational career late in life and if in the face of this the age restriction for scholarships is rigidly maintained my people cannot enjoy the benefits of the scholarships. I hope, I shall not be asking too much of the Government if I venture also to suggest that parents of such of the boys and girls, as may have the good fortune to read in secondary schools may be helped with some allowance so that the loss of the fruits of the labour may not be keenly felt by them.

"In this Council on more than one occasion questions such as better housing for the poor, better sanitation and medical relief have been discussed. I need not remind Your Excellency's Government that in all these respects the greatest sufferers are members of my community. If any of you here would only be so kind as to visit the localities where the members of the depressed classes live, my statements would be fully borne out. Even in this City of Madras where we hear so much talk about social service, sanitation and so forth, my people live under the most distressing conditions. What are called cheries are not merely an eye-sore to the city, but are the places where the rubbish of the city is piled up and made to rot and decompose without protest. Of late it has been the fashion in this city to fill up low-lying places, tanks and other spots with street rubbish and silt gathered up from the underground drainage. I do not know whether this is in accordance with the strict principles of sanitation. But I know for a fact that such a practice has occasioned the outbreak of diseases, the victims in most cases being my own unfortunate brethren. If Your Excellency is pleased to pay a visit to some of the cheries say Vasa-Medaicherri in Broadway and Coxcheri in Chintadripet, Your Excellency will come back surprised that in spite of the insanitation and the rubbish heap and the over-crowding, how the Adi Dravidas manage to live at all.

"Perhaps these poor helpless wretches may not be aware of their surroundings and the conditions in which they live, move and have their being when they are under alcoholic stimulants and this brings me to the drink problem.

"I know that the maxim of the Excise Department is 'maximum revenue, with minimum consumption'. They may be all right though, I have my own doubt how it works out in practice. My own maxim is that every temptation of the kind should be removed from the haunts of men, more especially from the poor and the ignorant and the improvident such as my people are. I know the State itself does set its face against temptation of other kinds and what I request Government is to do the same in regard to the location of drink shops. If toddy and arrack shops are reduced to their smallest number possible, probably there may be a fall in revenue in this source. Against this must be set the improved healths, morality and social and domestic felicity of those who on account of the facilities for drink fall victims to it. I sincerely hope that a beginning will be made in Madras or rather Madras will follow the example set in this respect by Salem which, I understand, has removed all drink shops from within municipal limits.

"I have one word to say and that is with regard to darkhast lands. I have already brought forward a resolution in the Council on this subject and Your Excellency's Government has given a sympathetic reply. May I ask Your Excellency's Government to translate that sympathy into action, so that my people in the villages may not be prevented from registering lands by artificial barriers caused by their being regarded as untouchables by the high caste men, who are in charge of the machinery of Government in the villages.

"I must conclude as I have begun. I am profoundly grateful to the Government for the new policy of giving the depressed classes an opportunity to make themselves heard. This is the first time in the history of this Council, when a man of this community has been able to speak on their behalf, recount their sorrows and pray for redress. Your Excellency's Government have filled me and my community with hope of a better time. For centuries we, the Adi Dravida community and others like us have been ignored by a social system founded on exclusive privileges and animated by a spirit of clanishness. With the status of the depressed classes raised and their outlook on life improved, they will be able along with the rest of the Indian community to labour for and promote the common interests of their motherland, irrespective of class, caste, creed, or race under the even guidance of the British Government."

The Hon'ble Rao Sahib M. C. Muttayya Chettiyar:—"Your Excellency, I congratulate Your Excellency's Government on the budget which presents a lucid marshalling of complicated array of facts and figures, a prudent and liberal expenditure, a scheme of productive and equitable taxation, a skilful adjustment of resources to the ever-increasing needs of public administration.

1st April 1920.] *(Mr. Muttayya Chettiyar ; Mr. Madhava Raja.)*

"It is a financial axiom that the difference between private and public finance is that the individual must regulate his expenditure by his income, but that Government has to adjust its revenue to its expenditure. Governments first decide how much they will spend and then cast about for ways and means to make both ends meet. Your Excellency, this year's budget is a notable example of the above statement. An expenditure of Rs. 1,133 lakhs for a year, is a record figure never budgeted till now in this Presidency and it is a heavy strain on our resources.

"The Hon'ble the Finance Member seemed to have budgeted on the optimistic belief that whatever deficits the Government may incur will be wiped away by the windfall from the Provincial settlement of the Reforms Act. He also seemed to have speculated on the fact that the cessation of the war will lead to an all-round prosperity which may yield larger revenue. We are not in a position to see at a proper perspective our financial conditions under the new settlement. But, my Lord, I may state that the cessation of war and its after-effects have left us financially and economically worse, and it will take sometime before agricultural or commercial production can yield progressively to the ever-increasing needs of administrative expenditure.

"My Lord, it is not possible to understand why, this year should have been chosen for putting into execution long-deferred schemes of expenditure. The allotment of Rs. 24 lakhs, to carry out the proposals of the Public Service Commission, increased expenditure of about Rs. 40 lakhs for carrying out long-deferred schemes in the Public Works Department, allotment for new departments of public service have all swollen the expenditure to an abnormal extent. A budgeting of Rs. 1¾ crores in one year for the recommendations of the Salaries Committee and an increased allotment of Rs. 46 lakhs over the last year's budget estimate have all been included in this year's budget. My Lord, I do not want to be misunderstood as objecting to any expenditure on any one of these items—but to include all the various schemes of expenditure extending to several lakhs in one year is not a sound financial policy. The wealth of a country is limited; the amount of that wealth available for taxation is still more limited; and an eye must always be kept upon the point at which the inconvenience of the increased taxation outweigh the advantages of increased expenditure. On the one hand, the Government of India should face the problem how far with inelastic and narrow sources of taxation, it can keep space with the ever increasing administrative expenditure and on the other hand our district and local boards should financially become self-sufficient and independent.

"The Hon'ble the Finance Member in his able memorandum expects increasing commercial activities and increased commercial prosperity. To realize his expectations, I may state, that there are two matters on which this Government may help the advance of the commercial classes. My Lord, the rules framed by the Government of Madras for the collection of income-tax contain a provision that the interest on capital that accrues or falls due in a particular year is to be assessed even though it is not received. Such a rule pre-supposes a happy condition of affairs that every one carries out one's obligations. But Your Excellency is aware that it is not so in practice. I may mention one instance which has come under my personal knowledge. A District Collector representing an estate under the Court of Wards wrote to the creditors of the estate, that if they forego the interest that accrued for several years, the principal will be paid. Another District Collector in his capacity as Income-tax officer assesses the interest as if it had been received. An income that existed only in the books and in the imagination of the Income-tax officer, but which never materialised into money is assessed under the present rules. Such rules framed by this Government are not either just or equitable but only, to quote an old proverb will 'kill the goose that lays the golden egg'. Secondly, in spite of the several assurances given by Your Excellency's Government that the Collectors of the districts will be instructed to facilitate the issue of passports freely, trade and commerce are unnecesrarily hampered by meaningless restrictions. A District Collector has recently issued a circular interpreting the term 'Magistrate' to mean stipendiary and not honorary magistrates for verifying passports. Such an interpretation is without any precedent or authority. I am perfectly aware that both these heads are under the control of the Government of India. My observations are only with reference to the rules framed by this Government and in reference to the interpretation given by Your Excellency's officers. A relaxation of the rules will go far to help the industrial and commercial activities of this country."

The Hon'ble Mr. V. Madhava Raja:—"Your Excellency, before I make a few observations on some subjects on this occasion I deem it my duty first to congratulate the Finance Member on the presentation to the Council of a budget which is progressive and indicates to some extent the advent of normal conditions. I do note that it is a deficit budget; but considering the prospect of an equitable financial settlement by Lord Meston's Committee and the enormous demand on account of long-delayed schemes and developments, there is sufficient justification to draw a sum of over one and a half crores of rupees from the accumulated balances of over two crores.

"I am glad to find that the provision made under the heads of Education, Medical and Sanitation is larger than in previous years. This is certainly a step in the right direction; but seeing that the expenditure per head of population in Madras in respect of these matters is less than half the expenditure in the sister province of Bombay, I hope the Government will largely increase the allotments in due course year by year.

"As regards elementary education I should like to say that it should be made entirely free and as far as possible compulsory. The present system and curricula should also undergo modification so as to meet real needs. Other provinces have gone ahead of us in the matter

and I believe that the Education Bill which has just seen the light of the day will be modified in Select Committee on liberal lines and will be soon passed into law. It will be a reproach to the Council if the matter should be further delayed. In this matter of elementary education, I must at the same time thank the Government for their sympathetic attitude towards my resolution moved in the Council on the desirability of attaching agricultural and industrial classes to higher grade elementary schools as an experimental measure.

"In regard to public works, my thanks are due to the Government for having accepted a resolution of mine moved in February last recommending that the maintenance of trunk roads in the Presidency be left in the hands of local bodies and the proposed expenditure of 16 lakhs for the purpose be given as grants to local bodies, also for accepting the resolutions on the deepening of the Conolly canal and on the preference to district boards in regard to the opening of new railways.

"Next I would advocate that in future years an annual minimum grant to local bodies be always guaranteed. This grant is to be utilized for all purposes for which aid is required or is usually given from Provincial revenues. The minimum should be based on the average of total grants during the preceding five years. The advantage will be that the local bodies can be sure of receiving not less than a certain amount of grant in a particular year and would be able to prepare their budgets accordingly. At present they have to prepare their budgets without the least idea as to what grants they are likely to get actually. Only the minimum need be fixed as above, and it should be left to local bodies to apply for more grants where there is need.

"The case of the servants of local bodies in these days of high prices is very pitiable. They do not get even the usual war allowance granted to Government servants drawing up to Rs. 50. I moved a resolution in this Council suggesting that Government might help local bodies with a contribution on this behalf, but the Government did not accept it. As the resources of local bodies are too limited to meet any increased expenditure on this behalf without seriously affecting other heads of expenditure, I would request Government, if possible, to reconsider their attitude in the matter.

"I would like that the adequacy of travelling allowances paid to tahsildars should be carefully considered. At present they are paid only one rupee per day. This appears to me to be quite inadequate. In my opinion they should get Rs. 3 per day as is paid to assistant inspectors of salt. I do not see how the position and the duties of a tahsilder can be considered inferior to that of a salt assistant inspector.

"Next, I would also ask for a very early reconsideration of the orders contained in G.O. No. 970, Home (Education), dated 8th August 1919. This Government Order deprives the local bodies of the discretion allowed to headmasters of elementary schools under their management in regard to collection of fees. Consequently fees have to be collected in the case of all students; and this is a great hardship, besides being a check on the spread of education. From the answer to a question asked by me, I note that the Government have consulted educational agencies and local bodies on the subject. I earnestly request that the matter may be expedited and the Government Order withdrawn as soon as possible.

"I should thank the Government for the facilities afforded by them for the encouragement of research work in the Agricultural College, Coimbatore—especially in these days of high price when it is desirable that we should take all possible steps to increase the agricultural production of the Presidency. Nevertheless it is seen that for the purpose of undertaking research work there is a real want of capable hands. I would suggest that at least one appointment in the higher grade be guaranteed every year for the student who passes out most creditably from the College—I mean something similar to what is now offered in the Engineering College. If this is done, the College will attract students of capacity and high educational qualifications who will be competent in future years to undertake research work.

"I also venture to suggest that industrial schools be established in selected district centres throughout the Presidency for the training of students in industries which are prominent in their respective districts.

"Coming nearer to my own place, I would urge the construction of the Palghat-Dindigul Railway line at as early a date as practicable. I am quite aware of the difficulties standing in the way; but all the same I would request Government to look ahead in the matter so that the line may become an accomplished fact at an early date.

"Another important matter for the people of my district is the raising of the Victoria College, Palghat, to the first grade. I moved a resolution on the subject, and as a consequence the Government have instituted inquiries as to the best place in Malabar where a first-grade college might be located. I would request that very early steps may be taken in the matter. As I have already pointed out in February last in this Council, Palghat is the place best suited for the purpose. It is the greatest educational centre in Malabar and deserves a first-grade college much more than any other locality in the district and I request Government to consider this question without delay.

"I would advocate that a certain percentage of vacancies occurring in all the Provincial services be filled by direct recruitment—some by nomination and more by a system of competitive examination. The object is to maintain a flow of young and energetic officers of a higher order, especially in view of the coming new conditions under the Reforms Scheme. The defect of the present system is that at present officers enter the cadre of the Provincial services only at an advanced age when their youthful activity is almost lost and when there are only a few years left before their retirement from service.

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"Lastly I want to take this opportunity of thanking Government for giving the janmies a seat on the Reformed Council. At the same time I cannot help expressing my disappointment at the Calicut Municipality having been deprived of its urban seat. Calicut is one of the premier municipalities in the Presidency and it is a large trade centre; it is unfair to deprive it of the seat already allotted to it by the Franchise Committee and in the previous proposal of the Government. The matter has excited a great deal of hostile feeling in my district and I would therefore earnestly request the Government to reconsider the matter."

The Hon'ble Mr. C. V. S. Narasimha Raju :—"Your Excellency, the main feature of this year's budget is the great reduction in the closing balance for the year 1920-21. According to the budget of last year the closing balance for 1919-20 is Rs. 120·84 lakhs, but now according to the revised budget for the same period it is to be Rs. 195·10 lakhs and this increase is due to the increase in stamps, registration, income-tax, excise, forest and this is followed by a reduction in expenditure under Education, Medical, Sanitation and Agriculture. Under each of these heads the budget figures for the year 1919-20 are reduced by over one lakh. As regards the budget for the year 1920-21 the closing balance is to be 44·78 lakhs. The over draft in expenditure for the year is proposed to i e 150·32 lakhs. One of the reason for this over draft is stated to be 'in the unexpected growth of our future probable revenue'. The Government of India's deficit has steadily declined and this will raise the possible revenue of the province for the year 1921-22 from 9 crores to 14 crores. The increase in the provincial revenues from 4 crores a year fifteen years ago to 14 crores a year is the result of the heavy increase of rates of taxation up to the end of 1919 and also to the probable abolition of division of revenues under the heads land revenue, judicial, stamps, excise and major irrigation works and making non-judicial stamps and income-tax entirely Imperial revenues.

"The Committee on Financial Relations between the Government of India and the Provincial Governments have concluded their tours and their report is expected to be published very soon. The conclusions to which the committee will arrive are awaited with great interest and anxiety. The future development of the province greatly depends upon its conclusions. The successful working of the Reforms depends upon the provincial resources. Almost all the subjects to be transferred are spending departments. Take for instance education, sanitation and medicine which require large revenues. The introduction of free and compulsory education, starting of a large number of better equipped secondary schools and colleges and at least one more University for which there has been incessant demand will certainly absorb a great portion of the revenue. To this is to be added the cost of technical institutions and industrial schools and professional colleges yet to be started to meet the great demand in all these directions. Medical schools, colleges and hospitals and dispensaries are to be started. The water-supply schemes and drainage schemes are to be introduced and pushed through in good many municipal areas. The demand for water-supply in rural areas is incessant and this by itself will absorb a large amount year after year for good number of years to come. In previous years great economy was used by our Local Government in all these directions when compared with other provinces. The standard of expenditure adopted by Bombay under these service heads is very high. Even in future I hope the Local Government will move with a free hand in all these directions when the provincial revenues are liberated from Imperial demands. I am sure that well matured and considered schemes will be launched in future to the great satisfaction of the people. In the case of individuals it is often to be noticed that when wealth is suddenly got into their hands by inheritance or otherwise they loose balance of their heads however careful and thrifty they have been in their previous career. I hope the same will not be the case with the Government, though no doubt the over draft issued in preparing the current year's budget necessitates such a warning. No doubt the whole of the expenditure shown in the budget is of an obligatory nature including the increase of salaries to subordinate services. The consciousness on the part of the Government which was given expression to in the concluding paragraph of the Finance Member in his memorandum presenting the budget for the year 1920-21 by saying that 'our difficulties in this connexion are mainly difficulties for the year 1920-21' shows that we are to get large revenues in future. I believe that such a feeling should never prevail in preparing a budget by Government and it will end in ruin in the case of individuals. The expected increase in wealth should never be the basis for fixing the present expenditure. Some people outside this Council seem to be under the impression that the large increase of the revenues of this province will lead to wasteful expenditure but those who have any acquaintance with the wants of this Presidency and the generally prudential character of its administration will never take this view. The attention of the Government is to be drawn to the enormous growth of excise revenue and the rate at which it is growing. If we compare the figures under this head for the year 1911-12 with those of the present year it is a matter for astonishment. In 1911-12 it was 150·32 lakhs and the estimated revenue for the year 1920-21 is 289·50 lakhs. In the course of nine years the revenue under this head has almost doubled itself. When the attention of the Government was drawn to the rate of growth of revenue under this head from time to time by non-official Members of the Council by resolutions and interpellations, the steriotyped reply from the Government used to be that the increase was due to the enhancement of rates which was being done with the object of reducing the consumption of liquor and toddy and that the increase was not at all due to the increase in the quantity consumed. But this year's Draft Financial Statement says that 'the progress of actuals however indicates that the revenue will exceed the budget anticipations, the increase occurring especially under country spirits and toddy due in the former case to larger consumption. . . .' The Government may be pleased to note that this revenue is mainly a tax on the poor lower classes and that the

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drink habit is fast increasing among them resulting in increasing poverty of the masses and unhappy social environment and miserable and wretched condition of their wives and children and if this state of condition is to be allowed to continue it will be most ruinous to the nation. When excise becomes a transferred subject as it is proposed to be, it will certainly tax the ingenuity of the future minister to devise methods to reach the goal of absolute prohibition which is undoubtedly the ideal of every Indian.

"The increasing revenue under this head which is mostly derived from the masses may well be utilized in the mean time for the amelioration of their condition. The growth of revenue under this head may well be utilized to realize this object for the expansion of elementary education and medical relief and for the sanitary improvement of their dwelling houses and drinking water sources. A comparison of the growth of expenditure from provincial revenues under these heads with the growth of revenue under Excise will greatly disappoint us. In the year 1911–12 the total expenditure under these heads from provincial revenues was 76·16 lakhs while the proposed expenditure for the year 1920–21 is 147·58 lakhs. This shows that the increase in expenditure under these heads is only 71·42 lakhs while the increase in Excise revenue during the same period is 139·18 lakhs.

"I wish to congratulate the Government for the active and timely assistance given to the people of Ganjām district by opening famine-relief works. The thanks of the people of this district are more especially due to Mr. Cotterell who was then their District Collector for the great sympathy he has shown towards them. My own district of Vizagapatam also passed through a severe famine according to the non-official view but no famine-relief works were opened. After all the question whether famine-relief works are to be opened mostly depend upon the individual views of District Collectors and the sympathetic attitude they take towards the suffering poor. The liberal programme that was put into execution by the Government both for the carrying out of works and for gratuitous relief earned the lasting gratitude of the people living in the famine area of the Ganjām district.

"In paragraph 14 of the memorandum presenting the budget reference is made to the enhancement of the salary of the trained and untrained teachers under public management. Any action on the lines proposed by the Salaries Committee must necessarily involve enormous expenditure on the part of local bodies. Unless the Local Government undertake to discharge this liability, there is no scope for the local bodies and private managers to move in this direction having regard to their resources. The suggested figure of a minimum of Rs. 30 per mensem for a trained teacher of elementary schools appears to my humble mind rather to be too high. It cannot be justified on any ground. The present educational qualifications and his status in life do not at all require this minimum salary. There should always be a difference in pay between a trained teacher and an untrained teacher and the difference may be in my opinion three or four rupees. The questions as to what should be the minimum salary of trained and untrained teachers and how far this increment can be met from their own resources should necessarily be referred to the local bodies for their opinions before any conclusions are arrived at by the Government as the local bodies will be the paymasters ultimately under the Elementary Education Bill. The recommendations of the Salaries Committee on this subject may also be sent to the local bodies for their information.

"As it is proposed to allot a separate day for the expression of opinion on the Salaries Committee's report, I reserve my remarks regarding the enhancement of salaries.

"From the remarks of the Hon'ble Mr. V. K. Ramanuja Achariyar I see a forecast of the recommendations of the Salaries Committee and as far as I can gather it is overflowing with the milk of human kindness. He wants to go even further than the recommendations of the Committee if I understand him correctly, but we shall have to examine the report of the Committee from the standpoint of the taxpayer and also we have to see how far the present year's budget will allow any further augmentation in this direction. A sum of 53 lakhs has been allotted at the time of the Financial Statement and a further sum of 42 lakhs has been now allotted with the permission of the Government of India by drawing it from the closing balances. This sum of Rs. 95 lakhs has already been allotted to meet this demand. Out of this amount a sum of 61 lakhs has already been proposed to be spent for the enhancement of the salaries in the various directions. A sum of 41 lakhs was already sanctioned to be absorbed for the grain compensation allowance and a further sum of 9 lakhs is allotted to meet the enhancement of salaries of clerks below Rs. 30 a month and a further sum of 11 lakhs is allotted to meet the new relief to the constabulary. Excluding the sum of 61 lakhs which has already been allotted, there is a balance of 34 lakhs for the salaries of other persons to whom benefit has not yet been given. It has been pointed out that we have got 7 lakhs under the head 'Miscellaneous' and 16 lakhs has already been allotted to give relief to district boards to keep the maintenance of trunk roads. I do not think it is desirable that any one of these heads should be disturbed. From the last year's budget we see that a sum of 7 lakhs is intended to be placed at the disposal of the Collectors under certain rules to meet emergency charges and a similar amount was allotted last year and that was spent and it ought to be reallotted. A sum of 16 lakhs has already been promised to the district boards to give relief and this has become a sort of obligatory charge on the part of Government and I do not see any reason why this should be disturbed. Of course the Finance Member proposed that during the current year the district boards may meet this expenditure from their own resources and this may be allotted to the district boards next year in 1921–22. I do not think it is a sound principle that once a promise is made, and the money is allotted, it should be taken away from that source. When expenditure is made by district boards it is mostly made by adjustment in the accounts. I do not see any reason why district boards should be made to wait one more year before they receive

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this grant. We have to view the question from the point of view of the various district boards. The cost of labour and materials have increased enormously and the district boards are unable to maintain their own roads in an efficient condition. If this grant is made by the Government in time, the amount which is saved in this direction by the district boards may be utilized for the maintenance of other roads and the public will be benefited thereby. I do not see any reason why this item should be disturbed, when the allotment has been made and accepted by the Members of this Council. I reserve my remarks on the recommendations of the Salaries Committee, whose report is expected to be placed in our hands before this evening."

The Hon'ble Rao Bahadur T. Balaji Rao Nayudu :—" Your Excellency, while thanking Your Excellency's Government and especially the Honourable Finance Member for the manner in which the budget for the coming year 1920–21 is drawn up, I beg to offer the following remarks :—

" The provision of large increase in the expenditure on Education, Medical, Sanitation, Agriculture, Industries and the increase of salaries of all the Government employees is a matter of gratification though it is disappointing that, under Irrigation works, there is decrease of 1·49 lakhs as compared with the preceding year.

" I beg to suggest that in the actual working of the budget and in incurring expenditure, the Government will please strive to be as economical as possible with the recurring charges, so that the new Government under the Reform scheme, may not be handicapped and made unpopular, by resorting to additional taxation soon after it is formed, for the purpose of making improvements required for the benefit of the masses and advancement of the country, in addition to incurring the extra expenditure imposed on them by the budget now sanctioned, for the coming year.

" The one item of expenditure which seems to be requiring special mention is the increase of salaries and allowances of Government servants of all grades and departments. There is no difference of opinion in any quarter and all agree in thinking that the Government servants do need some perceptible increase in their salaries and allowances and I do heartily support this measure.

" But in disposing of the question finally, it is but necessary to see what additions have been made to establishments of various departments, not newly formed during the last ten years and to curtail if necessary what is found to be in excess. It may be said on the other hand that the work to be turned out has considerably increased. This is no doubt true, but the reasons for it, seem to be intermediate references, incomplete reports, want of individuality in subordinate officers and too much driving by the superior authorities, who are not caring to make local inspections, talk to concerned individuals, look into matters personally, instead of depending on the notes put up by their offices. If the system of doing work is changed, I am sure a good portion of scriptory work in all offices will be curtailed. It is understood that the scheme originated by Mr. Tottenham, I.C.S., is going to be examined and elaborated for being introduced in all offices in the Presidency under the supervision of Mr. L. T. Harris, I.C.S. If this officer who is well known to be not only very capable, but also greatly inclined to decrease the quantity and to increase the quality of work to be done, is placed on special duty for some time, I am sure he will organize a system which would reduce the work of such office by one-fourth at least.

" I therefore beg to suggest that in giving effect to the increase of salaries, the question of possible reduction of establishment in all departments may be kept in view."

The Hon'ble the Rev. E. M. Macphail :—" Your Excellency, it is a matter of gratification for those interested in education to find that a much larger sum is being given for educational purposes this year than in previous years. I wish to make a few remarks on one point in the budget in particular, namely in connexion with aided institutions and especially aided colleges. I do not in the least grudge the money that is being spent upon Government Institutions. Only I should like to bring to Your Excellency's notice that the expenditure on Government Institutions has gone up from Rs. 4,91,000 in 1918–19 to Rs. 6,64,000 in the current budget. Now I am well aware that the Government has taken over three colleges and also that a large amount is being provided for various educational improvements and for the raising of salaries. But what I would like to bring to Your Excellency's notice is that the provision for aided education this year is Rs. 1,15,000 the same as the amount for last year. In 1918–19 only 1·09 lakhs were spent on aided colleges and I am thankful that the amount in the budget for the current year has not been cut down. But what this all means is that while there is elasticity in the provision made for Government colleges there is no elasticity whatever in the provision made for aided colleges. I am not going into the details of expenditure. But you will notice that Rs. 1,15,000 is all that is given for 19 aided institutions. Now I can quite understand that it will be said in reply that the reason why we cannot get more is because of the rules laid down in the Grant-in-Aid Code that the maximum of grant which may be given is one-half the net cost. It is a wrong principle and one that ought to be given up. Because that principle is being treated as if it were the law of the Medes and Persians there is no provision made for the benefit of aided education. If I may take my own College as an example during the past few years we have had a very large amount of expenditure on the establishment of Honours courses. For these Honours courses we have had to get men fit to teach them. Honours classes bring in very little in the way of fees. At the time while we were adding these expansion Honours courses we were getting no additional grants. I admit that during the last two years we have been better treated, but for a considerable period it

seemed our grant was to be fixed at a low figure. The only reason we could see for it was that in the Grant-in-Aid Code half of the net cost is laid down as the maximum that could be given in certain cases. When that principle was originally put into the Grant-in-aid it was never the intention to treat first grade colleges in the same way as second grade colleges and secondary schools were treated. It is not a principle that has always been in the Code. It was a recent addition. If I am not mistaken it was Dr. Bourne who laid down that principle. During the last year we have been treated with much more consideration. Eight years ago when the question was raised in this House it was stated that the principle that a grant should not exceed half the net cost was recommended by the Education Commission of 1884. What I want the Government to do is to study the part of the Report of the Education Commission of 1884 which deals with this question of Grants-in-aid and the idea of half the net cost. What they will find is that the Commission says that a suitable grant to be given to an aided school or college would be half the cost which would be expended upon it if it were under Government management, but the principle that only one-half the net cost should be given as a grant was never recommended at all. If the Honourable Member will study the Education Commission report I think he will find that I am right. At the time when this idea was being put forward there was a strong desire on the part of the Honourable Member in charge of Education to reduce expenditure on higher education very much. Now I have great sympathy with those gentlemen who say that the persons who wish a higher form of education ought to pay for it. It is important that we should spend more on elementary education. I agree with that. At the same time it is absolutely impossible, as seems to have been thought by some Members of this Council 10 years ago, for higher education, especially University education to be self-supporting. I remember that the Educational Member in this House actually got up and said that in most other countries it was self-supporting. All that I plead for is that under present conditions the Government should carefully consider whether it is absolutely necessary for it to retain this principle of half the net cost as if there was something in the eternal fitness of things that it should be adopted. Formerly we felt that the Government was rather inclined to look upon aided institutions as competitors who ought to be discouraged, if not crushed. Now we do feel that Government does recognise that we are fellow workers and they are seeking to encourage us. What I submit is that the Government should encourage those who are trying to help them in this great work of educating the country by treating them a little more liberally than they have sometimes done in the past."

The Hon'ble Rao Bahadur N. Subba Rao :—" Your Excellency, I will not join in the chorus of praise and congratulations to the Finance Member, not that he does not deserve it, for I know that he richly diserves it, but in order that he might not go for lunch thinking that everything is all right, that there is nothing that might be changed, or that his budget could not be improved. After seeing that there has been so many demands for more provision in the budget from every officer of Government, from every person drawing salary not only from Government but from local boards—there has been such a howl of hungry lions—I do not know what the Hon'ble Mr. Todhunter would have done if he had not taken away 150 lakhs from the opening balance and cut down from other items. The matter of the Salaries Committee will no doubt be discussed the day after to-morrow and I believe that Honourable Members have not exhausted all their arguments in the matter of the Salaries Committee's recommendations. So I will not say much on this subject now but I will reserve all my powder for Saturday.

" The Hon'ble Mr. Todhunter in his Memorandum has said that this is an occasion when we are allowed the privilege of long winded orations. The orations are either manuscript or otherwise devoted to general questions connected with the budget ranging over the whole sphere of the administration.

His Excellency the President :—" I cannot allow the Honourable Member to say that my honourable colleague has suggested in any way that Honourable Members may make long-winded orations."

The Hon'ble Rao Bahadur N. Subba Rao :—" I did not mean that. But we the Members of this Council have that privilege from some years past. In the matter of salaries I only want to make two observations and that is unless we reduce the establishment to a minimum scale and pay the rest in the best way possible or cut down expenses from the several heads which we find on the 3rd page, it will not be possible for us to come to any conclusion as to the increase of the salaries. No doubt we are all sympathising with these low paid officers. I doubt whether we will be able to satisfactorily discuss this question at all if we are given the Salaries Committee's report by this evening and do full justice on Saturday. But at any rate we shall try to give the non-official side of this question for Your Excellency's consideration. Now going through the pages 8 and 9 of the Budget of the Government of Madras we find that out of 1,133 lakhs, only 266 lakhs is the amount spent for some beneficial departments, that is to say, for—

	LAKHS.
Education	139
Medical audit and Sanitation	79
Agriculture including industry	26
Irrigation	22
Total ..	266

and the rest of the amount is all, I should say. necessary recurring expenditure and I am afraid we will not be able in any way to cut down much any of those items. This 266 lakhs will be found from the revenue which we get more or less from excise. I submit generally that the amount spent on these heads, Education, Sanitation, Agriculture and Industry is useful, and really brings peace, prosperity and contentment to the people. No doubt I join with the Hon'ble Mr. Macphail when he says that as far as education is concerned Your Excellency's Government is comparatively very liberal because this year we are going to spend 139 lakhs but I am not satisfied with it and much more should certainly be spent upon Education. These are the main general remarks which I have to make on the budget as a whole.

"I have just now been speaking about the three R's. I am always advocating the cause of the three L's, viz., land, ladies and liquor and I may submit that as far as land is concerned agriculture requires more attention and more sympathy at the hands of Government and I hope Your Excellency's Government will be able to spend more money on agriculture and thereby improve and help, as the Hon'ble the Raja of Pithapuram pointed out, the agricultural classes. The amount that is now spent on agriculture is certainly very little indeed.

"Then as for ladies I will not speak much because they will take care of themselves and fight out their way.

"As regards liquor I have only to submit that we are thankful to Your Excellency's Government that Your Excellency is directing the excise policy towards temperance and ultimate abolition of drink and I request Your Excellency that the pace may be accelerated. I only expect although my resolutions have been defeated, that the Government are fully convinced of the arguments and the position which I have taken and that the Government will come to that same decision with the help of the Reformed Councils next year. What I submit is if the Government meet half way in our proposals and direct control towards temperance with a view to the ultimate prohibition of drink, I will be quite satisfied with Your Excellency's Government.

"Then I have some observations to make on forests. I know Your Excellency is taking a very keen interest in industry and forests and I appeal to Your Excellency that you might chalk out the policy for the future guidance of the Chief Conservator of Forests. I had a long talk with the Chief Conservator and I am glad that he is seeing mostly eye to eye with the popular side of this question. The most important thing is the disafforestation of certain areas of land especially those near the cultivated area and secondly the utilization of the forest. I am coming from South Kanara and my sister district is Malabar. Your Excellency knows that the forests of South Kanara and Malabar are the best conserved forests in the Presidency but I can say with confidence that there has been absolutely no great advance made in the administration of the Forest Department; with the advent of a single officer like the Chief Conservator of Forests the change, it is hoped will be a great boon to our Presidency. This is an allied subject with the Industrial Department and I have always been saying that the Industrial Department, the Co-operative Department, the Forest Department and the Agricultural Department should all co-ordinate their efforts and should always find out means and schemes for development of our country. Then of course it lies with the Hon'ble Mr. Todhunter to finance them.

"A big scheme for utilizing South Kanara forests has been put forward by the Hon'ble Mr. Cox. I don't know whether it has come up before Government. The Chief Conservator (the Hon'ble Mr. Cox) was good enough to show me the scheme and I only hope that Your Excellency's Government will go through it carefully and give the necessary financial aid which the scheme deserves.

"As far as the industrial side of the budget is concerned, Your Excellency, I have a few remarks to make. I find that a sum of 22·7 lakhs has been provided under Scientific and Miscellaneous. I find also that a sum of 13·7 lakhs has been allotted for the department of Industries. I was very glad to see that so much as 13 lakhs has been allotted, but when I went through the details I found that most of the sum was absorbed by the Director's establishment, his personal assistant, inspectors, clerks, typists, maistris and all these officers big and small. I don't mean to say that these people are not wanted because without establishment and experts we cannot make any headway. What I submit is that no money is going to be spent on any industrial projects that will be started. The Government did very well in opening a pencil, aluminium and leather factory; they also did well in opening a soap factory. When the pencil factory was found to be a good concern, Your Excellency's Government handed it over to a private company. That ought to be the policy of Government. We Indians have not got the enterprise and the necessary training and opportunity. We simply want to start industries but are ourselves not in a position to do so. We want the co-operation of Englishmen and the Government. What I say is that we should try to allot more funds for starting industries with the ultimate object of handing them over to companies. I may bring to Your Excellency's notice that when Mr. Thomas was our Collector, he started 32 years ago a casuarina plantation in Mangalore and when it was found a success as an enterprise, people began to grow casuarina. It will not be far wrong to say that by that particular enterprise something like 50 lakhs have been secured to our district. The soap factory is a very good going concern. Probably the Government may like to keep it on for some time. We have nothing to quarrel with it. When it is found a good concern Your Excellency's Government may hand it up to a private Indian company. What I want is that more money should be allotted for industries not only for services but also to enable certain industries to be started.

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"I have a few words to say as regards irrigation projects. Under irrigation works something like 79 lakhs has been allotted. I submit that minor works have not been given the same attention as major works. In South Kanara where we are blessed with plenty of rainfall, we don't require any aid from Government for our first crop, neither much for our second crop as it is grown only on 20 per cent of lands. But most of the water flowing in our rivers is not collected and bunded up but allowed to go into the sea. There are many big tanks which are silted up. We want Government to try to improve these tanks and to conserve the water. Our district is a sloping district."

His Excellency the PRESIDENT :—"Who is to pay ?"

The Hon'ble Rao Bahadur N. SUBBA RAO :—"We are ready to pay at least $3\frac{1}{2}$ per cent or even 4 per cent on the amount spent by Government.

"I can without fear of contradiction make a statement that we are prepared to pay some sort of tax in order to recoup the interest on the amount that may be spent.

"There are great possibilities in South Kanara as well as in Malabar. If we have a good portion of the water of the rivers conserved we can increase the area of lands irrigated for the second crop as well as our garden lands. We are paying at present an assessment on the second crop without any sort of irrigation works in our district.

"I have a few words as to legislation. We are thankful to Your Excellency's Government for the Municipal Act that has been passed and the Town Planning Bill and the Education Bill that will be shortly passed. I only expect that the Government will push also the Local Boards Act. Coming nearer home, the Mulgeni Bill about which my Hon'ble friend Khan Saib Abd-ul-lah has spoken is also on the anvil. I hope that the Government will see that the Mulgeni Bill also is passed shortly.

"I have only one remark on a local matter and that also has been referred by the Hon'ble Mr. Haji Qasim Sahib. That is about the Hassan–Mangalore line. I do not want to discuss the policy of the Mysore Government. When I met His Highness the Maharaja of Mysore last month, I invited His Highness to come over to South Kanara and to see for himself the practicability of our scheme. I also gave him my view that if the Mysore Government was going to push the Bhatkal line the District Board are willing to construct the Hassan–Mangalore line. What we ask now is that if Your Excellency is satisfied that our Railway should have precedence over the Bhatkal line, then our lines should be pushed through. The Railway Board and the Government of India should be intimated of Your Excellency's intention. I know as a matter of fact that the Railway Board uphold the claims of our line and my only request is that, if at all the Bhatkal line is going to be extended and if the Mysore Government is going to be given concessions in the British territory, the Government might get the same kind of concessions in Mysore for the District Board to run its own line.

"It may not be said that I have been parochial in my observations and I submit that I am gladly echoing the same sentiments which have been set forth by the Hon'ble Mr. Tyagaraya Chettiyar and the Hon'ble Mr. Numberumal Chettiyar as to the cleaning and bettering of the Cooum river and of the Buckingham canal. I was myself a sufferer from mosquito singing and bites on account of the bad condition of the canal while I was staying one night with my son in the Victoria Hostel. I pray Your Excellency's Government to see that the Buckingham canal and the Cooum river are rendered sanitary.

"In conclusion I beg to submit that the Reformed Council has got a great opportunity to do good. If we only co-operate with the Government and sink all our differences in the betterment of our country, we will be doing a great service. There may be some differences between the several parties that have sprung up and warring with each other at present, but we have got one common aim and that is the good of the country. That is why I say that we must set aside our personal differences and work for the country in co-operation with Government. If we do so, I have no doubt that Your Excellency's regime will be signalized with great success. With more financial and economic liberty I am sure the Reformed Council will achieve great success than we the Members of this Council or any other Council might have done."

The Hon'ble Mr. M. D. DEVADOSS :—"I have only a few remarks to make. I find in the budget that no provision is made for any works of productive irrigation. Your Excellency is aware that the Madras Presidency is entirely an agricultural Province. No doubt here and there we find new works undertaken but no work of any very great importance has been undertaken during the past 20 or 25 years. I have in mind a scheme as old as Mr. Puckle. The Hon'ble Mr. Todhunter may be aware that about 30 or 40 years ago Mr. Puckle was a Collector of the District of Tinnevelly. He proposed a scheme for the purpose of damming the Tambraparni river so that not only the irrigation under the Tambraparni but also the taluks like the Nanguneri and parts of Ambasamudram might be benefited. No doubt the Government may say that as there is no scheme ready, they could not do anything. But I would press upon Your Excellency's Government that in order to save this Presidency from famine and consequent distress, the best thing that could be done is to conserve all the water that now flows to the sea.

"The Tambraparni river brings down a large volume of water during the monsoon. No doubt a good portion of it is utilized for irrigating lands under the various anicuts. But a large portion of it certainly runs to waste and I would ask Your Excellency's Government to frame a scheme for the purpose of surveying not only the Tambraparni valley but those of other rivers as well in the Presidency.

"I have to make one or two remarks in regard to educational institutions. The Government have laid down a hard and fast rule that they will meet only half the cost of educational institutions, and I beg to submit that this rule will hit hard those institutions which are under the managements of the missions. Most missionaries are men of great learning and culture. They come here for a nominal salary. And if the Government pay only half the net cost of the missionary institutions it means that the Government are taking advantage of the fact that these gentlemen are prepared to work for a nominal sum in the interests of education and in a self-sacrificing spirit. The Government ought to rate these men at the market value, that is, at the rate at which Government pay their own men of similar qualifications and see that because of the low salaries of these men these institutions are not losers. The missionary institutions should be treated more liberally and not be made to conform to the hard and fast rule which was introduced some time ago. I press this fact upon the present Government for we feel that under the new regime education will be a transferred subject and I don't know how we shall fare at the hands of a Minister. No doubt it may be said that we are sectarian in our views and that we are creating unnecessary apprehension, but we have a real apprehension that missionary institutions may suffer at the hands of a Minister, who may not take a view which we would like him to take in the sense that these persons are working in a self-sacrificing spirit in the interests of the country. As the Hon'ble Mr. Todhunter is aware, some of the missionary associations have been compelled to close down their institutions by reason of want of funds. Is it fair that we should allow these institutions which are working in the interests of the country to be closed for want of money? Of course, I do not want preferential treatment for these institutions. I would request the same treatment for any body of individuals or associations working for the good of the country without any hope of reward or profit. If any such institutions are opened with such laudable motives and where the teachers are willing to work on a nominal pay, Government ought not to stick to the hard and fast rule they have laid down but should make an exception in their case so that the cause of education may not suffer."

The Council rose for lunch at 2-40 p.m.

The Council met after lunch at 3-20 p.m.

The Hon'ble Mr. T. Arumainatha Pillai:—"Your Excellency, I beg to make one or two observations. In the first place, on behalf of the ryotwari landholders, I submit that the tax should be levied in future only after it is sanctioned by the Legislative Council and the resettlement proposals which will come into force from 1921 should not be given effect to without placing the whole ryotwari system on a statutory basis. The increase year after year is due to the resettlement rates that are being introduced into the various taluks. It is an admitted fact that the land tenure, so far as ryotwari lands are concerned in this Presidency is not based upon any legislative sanction. It is purely an executive action, which does not receive support and which does not come up for consideration before the legislature of the country. It is a subject that we have discussed before the joint committee and the conclusion come to by the joint select committee was that land tax should be imposed only after the Land Tax Bill has been passed or legislative sanction for the same has been obtained. Taxing and overtaxing the land does not produce any material benefit to the landholders themselves. In this way, by large taxation, our reserves are being increased and we are only paying a larger share to the Imperial Government. I would therefore submit that Your Excellency's Government should see whether it is not possible for your Government to postpone that, at least all the re-settlement proposals which are to come into force from the year 1921 from being brought into force till the whole system of ryotwari settlement is placed upon a Legislative basis. That will be one submission which I would make upon this budget.

"I heartily endorse what my Honourable friend Mr. Devadoss said about the anxiety which prevails amongst my community on behalf of the educational institutions in the near future. I am sorry to make this statement. But, I may say it is not a vague fear. It is a genuine apprehension and I earnestly hope that that genuine fear would prove groundless. But I would not be discharging my duty towards my constituency and this Council if I did not bring this apprehension to the notice of Your Excellency's Government and also bring to your notice the recommendation contained in the Montagu-Chelmsford report as to the duty laid upon Your Excellency to see that these institutions which have been the pioneers of education, of sanitation and of other things as well, do not suffer.

"Another thing I would like to bring to Your Excellency's notice is the question of congestion in its relation to sanitation. Every municipal area in this Presidency is largely congested. Your Excellency's Government have been pleased to place on the legislative anvil the Town Planning Bill and I hope it will pass through this Council in a short time and be brought into force and action as well. We hope also that Your Excellency's Government will be able to find fund to carry on that gigantic scheme. It is a very large scheme and I would only submit that money should not be stinted on that very necessary scheme. Money spent on that would mean something saved from expenditure on sanitation and other such matters. That would be a scheme which ought to engage Your Excellency's Government's attention immediately and in preference to any other item in the budget.

"So far as the salaries of the subordinates are concerned, I don't believe I would be justified in saying anything upon it without looking into the Salaries Committee's report which we might be able to get in the course of the day. We might discuss it on Saturday.

(Mr. Arumainatha Pillai; Mr. Yaqub Hasan; the President.) [1st April 1920.

"As for the Minor Irrigation, I must bring to Your Excellency's notice that my district the Chingleput district, is very much in want of funds to launch upon any large scheme which would serve to utilize the water of the rivers which are now being wasted into the sea. I do not want to enlarge upon that subject, now, but I hope to place my scheme about one or two anicuts in my district before this Council shortly when I hope it would meet with Your Excellency's approval and sympathy.

"The only disappointing feature about the budget is that the Honourable the Finance Member has not given us any chance of criticising it, because it is such a very wonderful, budget."

The Hon'ble Yaqub Hasan Sahib Bahadur:—"The question of salary forms a very prominent part in this year's budget and so it has naturally attracted our first attention. Many Honourable Members have dwelt on this question and some others have not done so because they will be afforded another opportunity to deal with this question at greater length. When in February last we were discussing the Financial Statement this Council would not give any attention to this question because the report of the Salaries Committee was not before us. The Financial Committee also set aside this question for some reason or other and in the Financial Statement only 53 lakhs were provided for under the head of 'War allowances and other allowances' and it was proposed that this allowance should be converted into a permanent grant. Out of 53 lakhs 41 was supposed to be already consumed under that head. Since then the Salaries Committee made an interim report and on that the Government gave some increase of allowances to the very lowest paid services; that is to say, the services were divided into three main groups, Rs. 10 to 15 a month, 15 to 25 and up to 30. Those who are getting above Rs. 30 are usually called non-gazetted officers. Nothing was done for them at all and they are so far left altogether in the cold. Now for those three divisions Government have given some increase which will consume 9 lakhs of rupees.

"The Hon'ble Mr. V. K. Ramanuja Achariyar has pointed out that if that portion of my resolution which deals with the lowest subordinates is given effect to, it will mean an extra expenditure of 11·5 lakhs. I submit that 11 lakhs is not a very big item and Government would do well to take that into consideration and give it to them. The salaries which I have enumerated differ very little from the salaries which the Government are prepared to give, e.g., the Government wishes to give Rs. 12 for mufassal and Rs. 15 for Madras to peons, attenders and so on. I have pointed out in my speech the other day that the lowest you can give to any body is Rs. 18 in the town of Madras. In the case of higher Government servants, Government proposed to give Rs. 30 for the mufassal places, but I have asked Rs. 35. Coming to the other portion of the resolution, of course when the report comes before us on Saturday next we will thoroughly go into the question, but as pointed out by the Finance Member himself, no final scheme for reorganization can be carried through in a day or two or a week or a month. That question of permanent reorganization is a very important one. I want the Government and the public to go thoroughly into it. In the meantime some kind of allowances should be given to these subordinates and I am glad that in the course of the debate Your Excellency hinted that some temporary allowance will be given and I am glad to hear that."

His Excellency the President:—"I should like to inform the Honourable Member that it was no hint, but it was a definite announcement."

The Hon'ble Yaqub Hasan Sahib Bahadur:—"I am glad of that assurance. So after all my suggestion would be accepted though the only difference will be that the proportion which I have asked for may not be adhered to, and some other proportion of increase will be given.

"I understand that the Salaries Committee has made recommendations which they considered reasonable without taking financial aspect of it into consideration. They thought that certain services deserve certain standard of salaries, and that standard should be given them irrespective of the amount of expenditure it will involve. It is quite possible that with the help of the amount available the Government can carry out these schemes fully. I hope that temporary allowances that will be given to those non-gazetted officers will be really such as will satisfy them for the time being. The Finance Member has taken much trouble in pointing out the ways and means of finding these extra amounts and we had to resort to an unprecedented method of inserting such a large sum as 42 lakhs at this very last stage of the budget, and besides that 42 lakhs the Government of India's permission was taken for another 42 lakhs being added to it out of the balances. It was also pointed out that some money could be transferred from some other department. On the whole 1·5 crores will be available for this purpose. I hope that with these funds that are available we should be able to give such increase in the salaries that will satisfy these people. I am afraid we will have to raise this question again at a later date, if these non-gazetted officers do not receive in the reorganization scheme real advance on their present remuneration. I said the other services have received increases from top to bottom, in one case 15 per cent and in another 25 per cent. If the non-gazetted officers are given a lower proportion then it will be a very great disappointment.

"I do not wish to traverse the whole ground and deal with many subjects in my budget speech. I am interested in many subjects, e.g., Industries. But I think the salaries question is so very important that this year I wish to confine myself to this alone and I hope that in the final budget, this Council will give this question the predominance that it deserves at its hands."

The Hon'ble Mr. B. V. Narasimha Ayyar :—" Your Excellency, the present practice of holding budget debate on the present lines is a very picturesque one. It will very soon be amongst the ancient and interesting relics of the past.

" With reference to the budget itself which I consider to be the strict subject of this debate, the main issue rests so largely on expenditure which will soon come under our notice in a more definite shape the day after to-morrow. So I am not going to open my lips now on that subject. To avoid the danger of being accused of not having taken part in the debate I raise my voice to express one or two sentiments. The budget, I am glad to say, is on sound lines. The Hon'ble Mr. Todhunter has reminded us that he acted as the conscience of this Council. I am glad to note that the conscience is effective and strong and I hope it will prove stronger and more effective in the trying times before us. The demands of various branches of public service are very clamorous and I think it requires a great strength of mind on the part of either the Finance Member who acts as the conscience of this Council or other Honourable Members here to make up their minds to find out which to accept and which to reject and in what degree. I am glad to see that Honourable Members have recognised the requirements of various schemes of medical relief, railway development, etc. The claims on the ratepayers of the country are so numerous. Therefore I am glad to see that the discussion has run on general lines and yet at the same time proper attention has been given to the all-important question of making our bills run as satisfactory as possible considering each demand and I hope with the conscience in the shape of the Hon'ble Mr. Todhunter we shall not be guilty of handing over to our successors an impoverished purse which would prevent them from carrying out schemes for the development of the Presidency."

The Hon'ble Mr. J. F. Simpson :—" Your Excellency, I had no intention of taking part in this Budget Debate but I should like to make just a few remarks. Many Honourable Members seem to look upon Government as if the Government were a pump the handle of which could be turned up and down in order to make inexhaustible supply, or a cow full of milk in its udders. There are various schemes put forward and the Government is asked to find funds. My friend the Hon'ble Mr. Ahmad Tambi Marakkayar in his speech pleaded amongst many other things for model farms, for factories and so forth. That brings me to the point I want to make. Honourable Members might look at the question from the point of view of private enterprise and encourage their constituents to work such schemes rather than look to Government for help in directions such as that. I would earnestly impress upon the Honourable Members that one point. It is all very well to come to the Government and ask for help. That is perfectly legitimate. But they must not forget the fact that the nation will never be industrially great if it only depends on the help of Government. Heaven helps those who help themselves and it is the duty of Honourable Members of this Council to encourage their constituents in every possible way to put their money into private enterprise. A move such as that will further the best interests of the country much more than dependence upon Government help."

The Hon'ble Mr. R. Littlehailes :—" Your Excellency, I should like to occupy the time of the Council for a very few minutes only. At the outset I might invite the attention of the Council to the remarks of the Honourable Member who represents the zamindar interests of the Telugu districts. This morning he remarked that only land is taxed for elementary education. From section 34 (1) of the Act it will be seen that provision is made for tax on companies, etc. I should like to correct the impression of the Honourable Member in that regard. His view will no doubt, be put before the Select Committee, of which he is himself a member and there is no doubt it will receive due consideration.

" The major portion of this debate was in connexion with salaries and the salaries of teachers have been mentioned.

" Honourable Members have pressed that the Government should provide local bodies with a subsidy or should permit local bodies to meet the extra cost which is estimated at about 32 lakhs from the amount in their possession. They have however omitted in general in this discussion to bear in mind one portion of the memorandum of the Honourable the Financial Member. No suggestion has reached the Government for subsidising private managers to enable them to increase the pay of teachers under their control. I should like to invite their attention to the sentence which runs as follows :—' But it will be obvious that any action on these lines must involve further enormous liability '. At present the minimum pay of a teacher in a board school is Rs. 12 per mensem. The suggestion of the Salaries Committee is Rs. 30 per mensem. That is you raise it to $2\frac{1}{2}$ times as much as at present. We are now paying in the shape of grants in aid to elementary schools — and the grants in aid are based upon the number and qualifications of the teachers employed —about 22·4 lakhs in the shape of recurring grants. If we increase that to $2\frac{1}{2}$ times this figure we are to face a possible provision of about 56 lakhs as grants to schools. Let us look at it from another standpoint. There are 35,000 teachers in aided elementary schools. If we increase their pay by one rupee per mensem, that means an additional liability of 4·2 lakhs per annum. I should like Honourable Members when they come to increase the pay of teachers, to bear in mind that not only the local bodies but also aided institutions are concerned and unless we are going to accept some financial policy which will alter materially what has been our general administrative policy in education, I think no profitable result can be achieved. The Hon'ble Mr. Narasimha Raju maintained that Rs. 30 was rather a high pay for a teacher in an elementary school. Well, I would probably be in agreement with that to a certain extent. In some districts the class of teachers we have is not

worth Rs. 30 per mensem but I might say that I should be extremely glad to have Rs. 30 per mensem fixed as the minimum pay if we by that means obtain a higher class of men as teachers than we have at present. But it appears to me that to bring this suggestion into force at once is a question that is probably outside the range of practical politics.

"The Hon'ble Mr. Raja has discussed the question of education for Panchama boys. He asks for additional scholarships for higher education to Panchama students. I might say that Government have recently sanctioned a large number of scholarships for Panchamas for higher education. I have also asked the Inspectors of schools to bring to my notice all cases where the existing provision is not sufficient for scholarships to the pupils who are qualified for higher education and any request for additional scholarships for Panchama will be considered by me. If provision does not occur in the budget I shall come up to Government with a request for additional scholarships and I have no doubt such requests will be favourably considered by Your Excellency's Government. He desires the removal of age restriction in the case of Panchamas. As a matter of fact the backward classes are permitted the award of scholarships up to an age of two years in excess of that in force for persons who do not belong to backward classes. The Honourable Member considers a higher age should be brought in. It is a matter for consideration and I shall have the question looked into in connexion with the scholarships which are now being awarded under the schemes which have already been sanctioned by Government. He desires Government to give an allowance to parents of Panchama boys. I am unable to advise Government to accept this suggestion.

"The Hon'ble Mr. Madhava Raja brings to notice the case of the Victoria College, Palghat, once more. I asked the advice of the Syndicate of the University of Madras on this matter and I received an answer only yesterday from the Syndicate to the effect that since the question involved is one on which the policy of the University is under consideration it would rather defer giving me an answer to the question of raising of the college to a first-grade until one of its committees which is now sitting comes to a conclusion. I fear that we cannot reach an early decision as full consideration has to be given to the views of responsible bodies which are entitled to give an opinion on this matter.

"Finally there is the question of the Grant-in-Aid Code. Everyone who has studied the question of the Grant-in-Aid Code of educational institutions will be convinced that no system which is in vogue in the various parts of the world—United States of America, England, etc.,—is perfect. We can put forward a system and endeavour to give to it as elastic a meaning as possible but we must have rules framed for its working. I should like the Honourable Members who have spoken on this matter to recognize that the half net cost principle of Grant-in-Aid is one which this Government has not laid down in regard to first-grade colleges. The rule in regard to teaching grants in colleges reads as follows :—

'The amount of grant given on behalf of a college or a college department providing instruction up to the standard required for university degree will be determined by the Director after taking into consideration all the circumstances of the case.'

"With regard to non-recurring grants the principle is generally accepted but here the Government have quite recently accepted a proposal that in the cases of buildings intended for scientific purposes and of apparatus intended for teaching science subjects, they will be prepared to pay not one-half of the cost but two-thirds. So I do not think that it can be said that Government have an inelastic policy as regards grants to educational institutions. Furthermore at the last meeting of this Council the Honourable Member in charge of Finance was good enough to promise an additional provision of one lakh of rupees for increasing the pay of teachers in secondary schools. That will be given in such a manner as will not be restricted by the half net cost principle. In addition to that we have occasional budget provision for the grant of apparatus to schools in which the management is not called on to bear any portion of the cost and it is within the memory of many members of this Council that very frequently in the past especially in the case of provision for hostels, playgrounds, etc., the managers were not called upon to pay half the net cost when exceptional circumstances arise. These exceptional circumstances are taken into consideration and the elasticity of the code is such that it is always possible for Government to make grants which are not strictly according to the half of the net cost principle.

"There is only one other point, Your Excellency, and that is with reference to the reconsideration of the Government Order dated August last, G.O. No. 970, which the Honourable Members maintained was not to the advantage of elementary education. The Honourable Member from South Kanara maintained that teachers had to resort to improper devices. Well, Your Excellency, the position was that at a conference held some time ago it was decided for various reasons, one of them being the fact that improper devices might be resorted to and were resorted to by teachers, that capitation allowances should be abolished. Another recommendation was that all schools should be placed on the same basis and that appropriation of fees should not be allowed. It was a large and representative conference containing a large number of non-official members some of whom are present here. Government accepted the proposals of the conference and in view of these recommendations the fees that are levied in elementary schools under local boards are now collected by the local boards and credited into the treasury instead of being appropriated by headmasters. The actual rate of increase in fees is six pies per month in the first standard and six pies per mensem in the fourth standard. In the second and third standards there is no increase. Moreover it is within the competence of the local body after consultation with the officers of the Department of Public Instruction to modify the rates of fees. The Honourable Member (representing the Muhammadan interests of the West Coast) brought to Your Excellency's notice the improper devices adopted. As Inspector of Schools exactly

seven years ago I toured over South Kanara and Malabar with an assistant and the result of my tour was that it brought to my notice a large number of irregularities. I visited in the main only elementary schools and, as the speech of the Honourable Member has indicated, the irregularities have now been brought before the members of the local bodies. I am extremely glad that these defects are brought to the notice of local boards and I trust that local bodies will take efforts to abolish these irregularities as far as possible."

The Hon'ble Mr. W. J. J. Howley :—" There have been a number of points raised in regard to irrigation in this debate. The Hon'ble Mr. Tyagaraya Chettiyar in the first place referred to the Buckingham Canal. I am afraid that I cannot maintain that this canal is in an entirely efficient condition and not subject to frequent interruptions of traffic. The nature of the canal is such that such interruptions are unavoidable. The canal was originally merely a series of cuts connecting the natural backwaters along the coast. It runs for most of its length through sandy soil close to the sea, crosses a number of rivers—the Pennar and others—and takes in a quantity of drainage flowing down the natural slope of the country towards the Bay of Bengal. Whenever these rivers are in flood there is difficulty in crossing them from one side to the other, owing to the danger of the boats being swept out to sea, as most of the crossings are only a short distance above the open mouths of the rivers. When there is heavy rainfall along the coast, which often happens during the north-east monsoon, a great deal of drainage enters the canal and brings with it heavy deposits of silt. These deposits are brought in quite suddenly, and the result often is that silt brought in a single night requires perhaps a week or more to clear it out. This is quite unavoidable. The canal surface is at about the ordinary level of the country, and it is therefore impossible to carry the drainage across by under-tunnels. The next difficulty is with regard to the maintenance of a suitable depth in the locked-in reaches of the canal. At the ends of these reaches there are locks the gates of which open towards the canal. When the bars close, as happens sooner or later early in the year, there is no other source of replenishment for the canal, which is not fed from any perennial river as are the Gōdāvari and Kistna canals. There is constant evaporation and percolation going on. All that can be done in these circumstances is to cut the bars, in order to admit a fresh supply of sea water. That is done according to regular rules laid down. It is, however, no use cutting the bars until there is a considerable difference of water level between high spring tide and the level in the backwater, as it is found that if the cut is made before there is a certain minimum difference of level, it closes at once, before there is time for the backwater to fill up to the required level. The canal north of Madras is supposed to be kept at a minimum depth of three feet, and the instructions are that these orders should as far as possible be strictly attended to. I have recently issued further orders that whenever this depth is not maintained at any point, notice should be sent to me immediately by the officer in charge of the reach, stating why the depth has been allowed to fall below the standard, what steps have been taken to restore the proper depth and what period is likely to elapse till the normal depth is restored. I hope that in this way it will be possible to get silt clearance pushed through more quickly than is sometimes the case. There is a great shortage of labour along this canal; there are not many villages, and although sufficiently high rates are paid, there is great difficulty in getting people to come and work in two or three feet depth of water and clear out silt by hand, which is what has to be done. The Hon'ble Mr. Tyagaraya Chettiyar referred to a dredger. This dredger was only a make-shift arrangement proposed during the war consisting of an ordinary centrifugal pump mounted on a barge. It has since been completed but has not been found satisfactory, and we do not propose to proceed further with it. The plant will be dismantled and used for other purposes. I may add that in about 1896 a special dredger was obtained from England at a cost of some Rs. 40,000, after a couple of years of correspondence with dredging experts. It was however found to be of little use and very costly in working. It was eventually dismantled after attempts to sell it had been found fruitless.

"I cannot, however, at all admit that the canal has been deteriorating rapidly, as suggested by the Hon'ble Mr. Tyagaraya Chettiyar. I find there has been in the last four years a steady increase under all heads, including tonnage of goods, value of goods, navigation receipts, number of passengers and number of boats plying. For example, since 1915–16 the tonnage of goods carried has increased from 128,000 tons to 196,000 tons, the value of goods from 75 lakhs to 166 lakhs, the navigation receipts from Rs. 66,000 to Rs. 87,000 the passengers carried from 92,000 to 128,000 and the number of boats from 907 to 1,044.

"In connexion with the recent trouble about firewood, the question of the tonnage of that fuel brought in by the canal has been examined. I find that the average monthly tonnage of firewood brought in by the Buckingham Canal during the two years 1918 and 1919 is far above the quantity brought in during any of the previous eight years. The average monthly tonnage in 1918 was 8,836 tons, and in 1919, 8,322 tons; whereas in 1910, it was only 4,252 tons, in 1911, 4,301 tons, and in 1912, 3,647 tons. It has thus more than doubled in the past ten years.

"The Hon'ble Mr. Tyagaraya Chettiyar and also the Hon'ble Mr. Numberumal Chettiyar referred to the question of improving the Cooum river. This is a very old reference dating back to 1890 and there have been a number of schemes proposed. There is really no difficulty whatever about the matter except the financial one; though it is not possible to state with certainty what the full effect of any particular scheme would be. The original proposal made in 1890 by Mr. Stephens and Mr. Chatterton was to connect the Cooum with the harbour, retaining the existing mouth near the Napier bridge as an outlet for flood water. Mr. Chatterton in addition proposed that the outlet should be provided with movable shutters which would be opened from

half ebb to full low water. Mr. Cousins, the expert who reported upon the Madras drainage and water-supply, proposed in 1893 to maintain a permanent mouth at the present bar by constructing two outlet culverts 520 feet long across the sandy foreshore, and in continuation of these fixing six steel tubes each three feet in diameter and about 220 feet in length, the total length from river entrance to the point of discharge at the sea end being about 740 feet. All the engineers who considered this proposal were of opinion that it would not work, and that the line of pipes would act just as a groyne, collecting sand, and that probably the pipes would be buried in sand in the very first year. In 1896 proposals were made for excavating a canal from the north side of the harbour to join the Buckingham Canal basin. That proposal was, however, dropped, mainly on account of expense, both the expense of excavation of the canal and the expense of acquisition of houses and land. Since that time considerable development has taken place in that locality. The East Coast Railway has been brought down to the Beach, and that connexion would be a very costly scheme to take in hand now. Again, in 1905, Mr. Hutton, who was then Sanitary Engineer to the Government, drew up a scheme which consisted in pumping the Cooum water out into the sea near the Napier Bridge and admitting in its place a stream of fresh water through a main 6,000 feet long laid under Government House Park and entering the Cooum near the Harris Bridge, thus providing for a certain amount of circulation of the water. This scheme was not approved. The opinion of most officers of experience was that so long as so much of the sewage of Madras is discharged into the river, there could be no real improvement. The matter was then allowed to lie over till 1910, when a scheme was proposed for a canal along the foreshore from the timber basin of the harbour down to join the Cooum near the Napier Bridge. It was intended to run a bund across from the Island to the north end of the bridge and to connect the canal from the harbour to the north arm of the Cooum, so that the water might circulate round the Island and back to the Napier Bridge, which was to be fitted with lift shutters. The water was to be discharged into the sea at the present Cooum mouth. As already stated, there is no real difficulty about this except the financial one. The project however was abondoned in May 1913, again mainly on the ground of expense. More recently, Mr. Hutton has revived this scheme and proposes a larger canal between the harbour and the Cooum river to be open more or less at all times and providing for regular circulation by ebb and flow of the tide. I understand that the harbour authorities are not very much in favour of this scheme, although they would not have much objection to water being drawn from the harbour and discharged at the Cooum mouth. This scheme was estimated at about 12 lakhs some ten years ago. The cost at the present time has not, I believe, been estimated in detail. It seems, however, uncertain whether, so long as a large quantity of sewage continues to be discharged into the Cooum, any scheme will be wholly effective.

"The Hon'ble Mr. Namperumal Chetti compared the earnings of the large Punjab irrigation canals with the Buckingham Canal. The Buckingham Canal, however, is purely a navigation canal and not an irrigation canal, and can never pay like an irrigation canal. For the fourteen years prior to 1898, we spent on the canal annually, on an average, Rs. 34,000 more than the receipts. In that year, 1898, the boat fees were raised a little, yet thereafter the average annual expenditure for nineteen years was Rs. 41,000 more than the revenue. In the last five years we have on the average spent annually over ¾ lakh more than the receipts.

The Hon'ble Mr Ventappayya Pantulu referred to the drainage of the Kistna Western delta and to the Tungabhadra drain. I may inform him that a large scheme of improvements to the Tungabhadra drain has been prepared and is being checked in my office. I hope that it it will be ready in a few weeks to send up to the Government of India for sanction. Two or three other schemes which were also discussed with the Inspector-General of Irrigation when he was here last week have already been sent up to the Government of India, and will, I hope, be sanctioned shortly. The Honourable Member also referred to the Kistna reservoir project and complained that that scheme should have been postponed on account of the Cauvery project. We have got three large projects on hand at present, the Tungabhadra project estimated to cost Rs. 13 crores, the Kistna Reservoir project estimated to cost something over 7 crores and the Cauvery project estimated at over Rs. 4 crores. The Tungabhadra project is entirely a protective project. The other two are productive. We have already informed the Government of India that we could not carry out more than one of these projects at one time, partly on account of the difficulty in arranging for skilled supervision, and partly on account of the difficulty in regard to finance. There would also be considerable difficulty in getting sufficient labour for carrying out two large projects at the same time. It was then approved by the Government of India that we should take up first the smallest and most promising of the three projects, viz., the Cauvery project. I see from the newspapers a few days ago that in the course of the budget debate in Delhi, Sir Claude Hill, speaking on a resolution of the Hon'ble Mr. Sarma that more money should be taken from railways and spent on irrigation, said that the Kistna and the Tungabhadra projects had had to lie over on account of the Cauvery project, which would now be undertaken.

"The Hon'ble Mr. Siva Rao also referred to the Tungabhadra project and read to the Council the opinion of the Irrigation Commission on the condition of the Ceded districts. I may inform him that the Tungabhadra project has not been definitely abandoned. It has merely been postponed because another project is more suitable and more promising. The Government fully recognize the advantages that would be gained from the execution of this large project, which will, I hope, be taken up in due course in one form or another.

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"The Hon'ble Mr. Subba Rao referred to minor irrigation works in South Kanara and Malabar. We have got no such works at all in South Kanara, but if the Honourable Member will bring to my notice any promising schemes, I can assure him they will be looked into at once. He mentioned that the ryots would be prepared to pay additional tax if we took up some of these schemes; but quite recently there was a small scheme for an anicut across a river, which had to be abandoned because the ryots who would have been benefited flatly refused to pay any increase whatever in their water-rate. There are one or two small projects in Malabar for which discharge observations are being recorded. These will be taken up in due course.

"The Hon'ble Mr. Devadoss referred to some scheme for conserving the water of the Tambarabarani river. I am afraid I cannot give him any information just now about it, but I will make inquiries. It may be remembered that after the last famine Mr. H. E. Clerk was placed on special duty for a considerable time with a view to examine all irrigation possibilities in the Presidency and he has written a very complete and valuable report on the subject.

"The Hon'ble Mr. Arumainatha Pillai was anxious about improvements in the Chingleput district. I can assure him that any proposals brought forward will receive every attention."

The Hon'ble Mr. A. R. Knapp:—"It is always a great relief to a Member of Government, when at the termination of this annual debate he finds that his departments have come comparatively unscathed out of the flood of eloquence which covers the whole field of the administration. That is the fortunate position in which I find myself and consequently I do not think I shall have to detain the Council very many minutes in the few remarks that I propose to make. I would first touch on what is usually a most controversial subject in this Council, i.e., the police The Hon'ble Mr. Venkatapati Raju and the Hon'ble Mr. Venkatappayya Pantulu both referred to the subject. Mr. Venkatapati Raju, following the precedent which he set himself in the corresponding debate last year, complained that the cost of the police was increasing to an unreasonable extent. Now at this time last year when the same remark was made, my predecessor the Hon'ble Mr. Davidson, dealt with it and contested the position. He referred to a debate of March 1918 in which the whole question of the increasing cost of the police had been discussed. In that debate the figures had been very carefully gone into and the expenditure as it then stood was justified and explained. Mr. Davidson in his turn was able to show in detail that the increase since 1918 was quite capable of explanation and there had been no unreasonable expansion. This year I have in a similar way to explain only a sum of 10 lakhs which represents the difference between the cost last year and the estimated cost in the coming year. When we analyse this Rs. 10 lakhs we find that very nearly 5 lakhs of the increase relates to the railway police and is attributable as far as I can understand to a difference in adjustment. Formerly the Government paid a share; now the Government pays for the whole police under 'Law and Order', the railway companies meeting the charges under 'Watch and Ward'. I understand therefore that this expenditure of Rs. 5 lakhs is a normal expenditure. At any rate the arrangement is made by the Government of India with the railway companies for the whole of India and we cannot be held strictly responsible for it.

"Next a sum of 2·75 lakhs is allotted for renting quarters for sub-inspectors and other police officers. We have not been able to carry out our promise to construct quarters; the total cost of construction is estimated at something very near a crore of rupees and obviously we are unable to face anything like that at present. We have therefore resorted to the expedient of providing a certain amount of money for renting houses. That of course practically amounts to an increase in the allowances of the officers concerned and in the present circumstances I do not think that Honourable Members of this Council will seriously consider that extravagant. The other items are, Rs. 40,000 owing to enhanced postage and telegram charges, a matter over which we have no control; Rs. 25,000 for reorganization of the pay of Provincial Service officers; Rs. 1 lakh for the reorganization of the pay of Imperial Service officers under a scheme sanctioned by the Secretary of State; and Rs. 88,000 for village police. That accounts for the whole of the 10 lakhs and I think I may say with confidence that there is no item which can be regarded as extravagant; in other words the increase is normal.

"Turning to the special question of the Criminal Investigation Department which the Hon'ble Mr. Venkatappayya raised the figures he quoted were an increase from Rs. 33,000 to Rs. 1,90,000 since 1906. A good deal of that increase represents of course the natural increase in pay, allowances, war allowances and so on. Also there is the fact that a good deal of the work which is done at the present moment by this branch was being done by the general police force in 1906. Work was transferred from the general police force to this new department and that naturally means a decrease in the work and consequently in the cost of the general police: in other words some amounts which in 1906 were being debited to the general police force are now debited to the Criminal Investigation Department. Honourable Members also no doubt recognize that during the war a good deal of extra activity and work was necessarily required of the Criminal Investigation Department. We had to maintain and we still maintain a special establishment at Dhanushkodi to keep supervision over foreigners. All that necessarily means an increase in the total cost.

"In passing I may be allowed to refer to the rather disturbing remark of the Hon'ble Mr. Haji Qasim Sahib in regard to panchayat courts under the Act recently passed in this Council. He asked, if I understood him, that we should not be in a hurry to bring it into force because he was rather apprehensive that these courts might be used for the oppression of the villagers. I sincerely trust that his pessimistic attitude is not justified. But in any case I am afraid it is a little too late, because owing to the obvious anxiety on the part of a great many

members of this Council to bring the Act immediately into operation I passed a few days ago a set of preliminary rules which would be sufficient to allow the Act to be brought into force, and these rules, I think, will be published in a day or two.

"The question of irrigation has already been dealt with at considerable length by my Hon'ble friend Mr. Howley and there is no need for me to refer to it in detail. One general remark I might make with reference to the suggestions of the Hon'ble Mr. Subba Rao and the Hon'ble Mr. Devadoss and it is this : when we are accused of having neglected major irrigation, I think Honourable Members might remember that for the last five years every penny of expenditure has had to be restricted owing to the war. In the current year we are not very much better off, and as we have seen to-day, for the next year we have to utilize every possible rupee to meet immediate and urgent needs. In the circumstances I do not think it should be altogether a matter of surprise if we have not been able to launch out into large irrigation projects, but as Mr. Howley has said, we have projects of that kind ready and as soon as money is available, administrative arrangements will certainly be made to proceed with them. We have had an enlightening account of the history of the Buckingham Canal, but I am not going to refer further to that. We have also had quite an interesting reference to the possibility of improving the Cooum and making it a tidal river. Mr. Howley mentioned that the matter presented no difficulties at all but wound up by saying that in the case of all the schemes put forward nobody could be quite certain what the result would be. That strikes me as rather contradicting the view that the problem presents no difficulty. In view, however, of Mr. Howley's confidence and provided that the Corporation, headed by the Hon'ble Mr. Tyagaraya Chetti, will recognize—I have no doubt they will recognize—that this is rather a matter for the Corporation than for Government, we may hope that there is a chance of solving in the near future the problem which has hitherto proved so baffling.

"The subject of education has been dealt with by Mr. Littlehailes and there is very little for me to add. Mr. Macphail is always interesting when he speaks in this Council on the subject of education. He was particularly interesting to-day and at the time I thought his arguments were particularly convincing. But fortunately or unfortunately he invited me to study the volumes of the report of the Committee of 1884 and in the leisure enforced upon us by the breakdown of our commissariat arrangements, I have had a little time to look into it.

"I am sorry to say that my investigation into the report did not bear out Mr. Macphail's impression. The recommendation made by the Committee was that the amount of State aid, exclusive of scholarships, should not exceed one-half of the entire expenditure on an institution."

The Hon'ble the Rev. E. M. Macphail :—"One-half of the net cost, not half of the total cost."

The Hon'ble Mr. A. R Knapp :—"I understood Mr. Macphail to say that they recommended a grant which might be one-half of what the institution would cost if maintained by Government, which would be a very different matter. The main point in the Hon'ble Mr. Macphail's speech was with reference to the Grant-in-Aid Code which he described as being treated as the law of the Medes and the Persians. Mr. Littlehailes has, I think, shown, and the action of Government quite recently has also indicated, that we by no means take so restricted a view. There is one further remark which Mr. Macphail made that I will refer to. He suggested that in the past it had been rather the habit of Government to look with some sort of jealousy upon private institutions. Whatever may have happened in the past I should like to assure my honourable friend that so far as the Government at present are concerned we welcome the managers of such institutions as colleagues : we certainly do not look upon them with any suspicion or jealousy as competitors.

"One other point with regard to education was referred to by the Hon'ble Mr. Devadoss and the Hon'ble Mr. Arumainatha Pillai. They alluded to vague apprehensions which they feel as to the future of certain educational institutions under the Reforms. Their remarks, I take it, are intended rather for the information of the new Council which will come into existence next year than of this Council and I do not think I can suitably discuss them now."

The Hon'ble Diwan Bahadur Sir P. Rajagopala Achariyar :—"I would first refer to a point in regard to income-tax that has been raised by the Hon'ble Mr. Muttayya Chettiyar. He complained that interest accrued but not realized is being treated as income for purposes of ...sment. I may inform him that we are doing that under the advice of the Advocate- ... The matter was put before the Advocate-General who has definitely advised that that ... thing to do. So those who are disatisfied with that arrangement should get the ... High Court when a case like that comes before the Board of Revenue. ... who is dissatisfied to ask for a reference to the High Court. Till ... made and till a view is taken adverse to what has been taken by ... proceed upon that advice."

...ttayya Chettiyar :—"The Board of Revenue refused ... They were requested to do so."

... P. Rajagopala Achariyar :—"Well, if the Board of ... to the High Court, it is open to the party aggrieved to ... ll then deal with the question. What I mean to say is that, ... hief Law officer is to that effect, we are bound to tax that

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"I will next proceed to the question of trunk roads which has been raised. I quite understand the disappointment of my friend the Hon'ble Mr. Desika Achariyar in finding suddenly that he is not going to get immediately a share of the 16 lakhs of rupees. But let me say it is not our intention to whittle down the concession in any way. It is only a change of procedure made in the best interests of the district boards themselves. What we have decided is to tell every district board that from the 1st April we assume responsibility for the maintenance of certain trunk roads. We shall ask the Board at the end of every year to render an account, within, say, a month after the end of the year, of the actual expenditure in regard to those roads subject to a maximum which we shall lay down at so many rupees per mile, and we will pay that amount. The reason why we will put it like that is to save ourselves the trouble of entering into correspondence afterwards as to how the grant has been spent. How often has it been brought to the notice of Honourable Members that district boards and municipalities have had large unspent Provincial grants? We do not want to add to these unspent Provincial grants. We want every district board to realize that, if it does not spend the full amount at the end of the year, it will not get the whole money, but we will give it only the money actually spent. The liability is assumed from to-day and no district board need have any apprehension on that ground. I can assure Honourable Members that, when I put forward this proposal, it was not so much to help my honourble colleague with the 16 lakhs as to devise a system by which district boards would have sufficient inducement to spend as much of the allotments as possible every year, to devise a system which would work satisfactorily.

"I will now proceed to the general question of help to local bodies which has been raised by my Hon'ble friend Mr. Desika Achariyar and one or two other members. Honourable Members are aware that at present the practice is that for certain definite works the Government pay grants, generally about a moiety of the cost, such as for water works, drainage schemes, buildings, bridges, and so on. It is true there are some fixed subsidies which district boards are getting from what is known as the 18 lakhs grant, but excepting that and the special grants to certain particularly poor boards, the help we are now giving to local bodies is for definite works or for definite services, such as the employment of health officers or the maintenance of certain trunk roads. That is the practice.

"Well, there has been some amount of dissatisfaction with the practice. Local bodies ask for more and more money of the general tax-payers and, as the Government have not infrequently yielded to this pressure and given doles in the past, there has been a certain amount of confusion brought about. I do not blame local bodies so much as ourselves for not having had a more rigid system. Honourable Members are aware that we are going to appoint a Committee to deal with the whole question of the relations between Provincial and local taxation and I do not want to say anything which would prejudge the findings of that Committee. It would be a Committee on which local bodies will be fully represented. Having said all that, let me put it squarely to Honourable Members and through them to local bodies all over, that in the long run a local body must learn to rely upon itself for the satisfaction of local wants. It is unlikely that the general tax-payer could indefinitely go on contributing for local services. Whatever may be the help the central authority may give to a municipality or a district board, the fact will remain that no local body could satisfy all its needs by taking care not to tax itself and by endlessly asking for money from provincial funds. In the bills we have passed and are going to pass we have taken care to omit what I may call the maximum limits of taxation. In the Madras City Municipal Act there is now no limit. Not only have we given the Corporation fresh sources of revenue but we have omitted the old limits on the property tax. In the Madras District Municipalities Bill which we have passed and which I hope would soon receive the assent of His Excellency, we have also omitted the limits on the property tax. So also when you come to the District Boards Bill, it will be found that we are empowering all local boards to work up to 2 annas in the rupee of the land revenue, and more with the permission of the Government. It is not the intention of the Government to interfere with the details of municipal or local board administration. Honourable Members know what position we took in dealing with the District Municipalities Bill; provided a municipality maintains a certain balance and provided it makes provision for its debts, we do not want to interfere with it. But per contra I want local bodies to recognize that, when they are left so much to themselves, they should subject themselves to such general rules as we may lay down later on in consequence of the recommendations of the Committee I have referred to, as to the help which they should ask from the Government. They should recognize that satisfaction of their needs must come mainly from the revenue raised by themselves. The way is open to them to raise such revenues as they may need. Hitherto all these matters proceeded on what I may call a faulty basis, that certain revenues were first laid down and then local bodies were told to spend up to that. Hereafter that would not be the case, it will be open to every local body to take stock of its needs, and then, after making allowance for such help as under the rules it could get from the Government, it should face its responsibilities and raise the necessary funds locally. Otherwise development will be seriously hampered. That is a point which I want to make clear and I am glad I have had this opportunity of making it clear."

The Hon'ble Mr. C. G. Todhunter:—"Your Excellency, this is an occasion on which the Finance Member comes prepared to be riddled with criticisms from every quarter, but on the present occasion there have been so many compliments mixed with the criticisms that I am quite embarrassed to know how to deal with them. I am indeed and truly most grateful on behalf of the Government to the Honourable Members for the appreciative way in which they have

received the first post-war prosperity budget. I shall in a few minutes ask them to distribute the compliments where they are really due. In the meanwhile, I will endeavour to deal with the criticisms first.

"The main criticism has been very properly directed to the very large draft upon balances which we have made in the budget. This draft upon balances, I freely admit, needs the fullest explanation, and if the reasons for it are not clearly understood is liable to give rise to such misapprehensions as have been expressed. The Hon'ble Mr. Venkatapati Raju led the attack by an eloquent appeal to us for retrenchment and reform which he followed with a still more eloquent appeal for increased expenditure under sundry heads including six crores a year for education and sixty crores for the relief of agricultural indebtedness. The Hon'ble Mr. Narasimha Raju backed him with the suggestion that we must not lose our heads owing to the sudden access of wealth which might lead us to bankruptcy and ruin, and requested us not to squander the resources of the tax-payers, but to leave the ministers with some money for their spending departments. The Hon'ble Mr. Muttayya Chetti, who no doubt had the new stock exchange in his mind, asked us not to take such a speculative view of the future and asked why we chose this year for increasing the expenditure under every head. The Hon'ble Mr. T. Balaji Rao Nayudu in supporting these Honourable Members again begged us not to involve the new Government in unpopularity by incurring expenditure which would force it to impose new taxation at the outset of its career in order to meet its needs. I can assure Honourable Members that we are fully conscious of the undesirability of doing anything that would embarrass the position of the reformed Government and hope I shall be able to reassure them completely in these respects.

"Before going into the general position, however, I should like to take one or two detailed criticisms first. The Hon'ble Mr. Venkatapati Raju pointed out that Bengal and Bombay have kept very big balances standing while ours is reduced to the level of Assam. The reason is that Bengal and Bombay are going to get only a comparatively small addition to their present revenue and therefore need a balance to come and go upon. On the other hand we are going to get a large addition to our present revenue and therefore we can safely spend what we have accumulated. He then commented upon the large increases in our expenditure under the head of general administration. The comment so far as the figures go is justified, but if he had been aware of the facts underlying them and if he only realizes the reason for it, I do not think he would have made the comment. The reason is simply that a great bulk of the increase to which he referred relates to the cost of the elections and, while we have charged this to general administration Bengal and Bombay have put their estimates of the cost of the elections under other heads of account. His comments on the police expenditure have already been dealt with by my Hon'ble Colleague Mr. Knapp. Next I should like to deal with a suggestion made by the Hon'ble Mr. Balaji Rao Nayudu who in furtherance of his plea of economy urged that we should put an officer on special duty to go round the offices and at the same time to introduce the reforms recommended by Mr. Tottenham and to make proposals for the reduction of establishment, which would follow upon a better method of doing work. I am glad to be able to assure him that Your Excellency has already anticipated his wishes and that the Hon'ble Mr. Knapp will take up this duty in addition to the duties of Reforms Commissioner as soon as he is relieved of his present office.

"What will really reassure Honourable Members, however, is the division of our revenues on the basis sketched by the reforms. If we take the revenues of the current year and the expenditure of the current year, and distribute them according to the basis of the reforms, we shall find that our income would be fifteen crores and sixty-eight lakhs, and the expenditure eleven crores and seventy-three lakhs. This would leave us a gross surplus of 395 lakhs, so that even if we were to pay a sum of two crores to the Government of India we should still have a surplus of 195 lakhs in hand at the close of the year. That, I think, is quite a sufficient justification for the current year's draft upon balances. I hope that this will satisfy Honourable Members that there is no reason to fear that the once sober and steady Government of Madras is rushing headlong into bankruptcy.

"I now come to the question of salaries and I am sure I am voicing the feelings of the whole Council in saying that we are all most grateful to the Hon'ble Mr. Ramanuja Achariyar, who I regret will not be here to help us on Saturday, for the lucid exposition he has given us of the proposals made in the report of the Committee. These proposals, I may tell the Council, or at any rate a great part of them, are as new to me as they are to the rest of the Council. Therefore I think it is hardly worth while to discuss them in detail at present. We shall instead do well to follow the example of the Hon'ble Mr. Subba Rao and keep our powder dry for Saturday. I hope that in the interim the Government will be able to supply copies of the report which I have been expecting every minute, though it was signed and sent to the Press only at 8-15 last night. As soon as we get them, we shall send copies to Honourable Members. I hope that Honourable Members will study the question and that those who are not fully informed as to them will make inquiries as to the question of market value, upon which we are told so much depends. Upon this point I should like to invite the attention of the Council to two advertisements in recent issues of the *Hindu*. One runs as follows :—

"Wanted immediately six shorthand writers and typists—salary ranging from Rs. 25 to Rs. 60 according to qualifications and experience." Then again we have in another: "wanted one invoice clerk—pay Rs. 25, and two dispatching clerks—pay Rs. 15." "If we are to pay our Government servants on the basis of market value, I hope Honourable Members will be able to tell us whether these are true indications of normal value or not."

The Hon'ble Mr. B. V. Narasimha Ayyar :—"Have they succeeded in getting men?"

The Hon'ble Mr. C. G. Todhunter :—"I would suggest to the Honourable Member that he should send some one to apply and find out.

"Meanwhile, I should like to add one explanation. Honourable Members have shown a tendency to assume that, when in my note introducing the budget I indicated certain methods by which it was possible to find funds to meet what I anticipated would be the recommendations of the Salaries Committee, I was making proposals in behalf of the Government. I can assure them that I was doing nothing of the sort. I was simply trying to find out whether it was possible to meet them at all and if so what heads of the budget we should have to attack first. I think we had better be prepared to examine that question also when we meet on Saturday. I would commend this point particularly to the Hon'ble Mr. Tyagaraya Chetti and the Hon'ble Mr. Ahmad Tambi Marakkayar. I am not quite sure that under the plan suggested they have fully realized that the adoption of the proposals which the Hon'ble Mr. Ramanuja Achariyar outlined would involve the taking away of the whole of the money entered under 'unallotted' in the Draft Financial Statement. That sum includes the Rs. 9 lakhs allotted to the Corporation, for which the Hon'ble Mr. Tyagaraya Chetti gave us his thanks. The Hon'ble Mr. Ahmad Tambi Marakkayar also thanked us for the money allotted for the Koduvayar Bridge and the Veterinary Hospital at Negapatam. I hope he will also keep his powder dry in order to fight for the grants that he has got and to make sure that they are not reft from him by the Members of the Salaries Committee or by the Hon'ble Mr. Yaqub Hasan.

"The aspect of the Committee's proposals that has attracted the most attention is the proposal to pay the elementary school teacher Rs. 30 a month. One Honourable Member has remarked that there is too much of the milk of human kindness in the Salaries Committee's report. The Hon'ble Mr. Desika Achariyar has further suggested that it is really not possible to meet the charge by the means proposed, viz, the utilization by local bodies of unspent balances of Government grants. We fully realize that this is a grave question both for Government and for local bodies. That is another question which will have to be fully discussed at Saturday's meeting.

"There are one or two minor points which fall within the scope of the departments with which I am concerned. The Hon'ble Mr. Arumainatha Pillai wished us to postpone all settlements that are now in progress. I would ask him to consider what would be the effect of that. In the first place, there is an enormous amount of work going on, largely work preparatory to settlements, and if we stop this in the middle we should only be involving the tax-payer in unnecessary expense."

The Hon'ble Mr. T. Arumainatha Pillai :—"I do not want the resettlements for which spade work has been done to be stopped. I only said that the results need not be brought into force from 1921."

The Hon'ble Mr. C. G. Todhunter :—"I will take it from that point of view. A district which had its last settlement 30 or more years ago is not to have a new settlement when it falls due. Is that fair to the other districts? Supposing resettlement has been made in one district in 1919 and is due for another district in 1920, and you do not go on in the second district, is it fair to the tax-payers of the first district who have already had their resettlement to let the second continue to benefit by a lower scale of taxation? I think that so far as this matter is concerned, we must carry on until we receive definite orders as to any new principles that it may be decided to enforce.

"The Hon'ble Mr. Haji Qasim Sahib has made some criticisms on the Wynaad Settlement which I was prepared to answer at length, but the Honourable Member is not present, so I will not proceed further with the matter on the present occasion.

"The Hon'ble Mr. Subba Rao is anxious that the Mulgeni Rent Enhancement Bill should come before the Council in July. I can assure him we are doing our best to meet his wishes. The same Honourable Member dilated at some length upon his favourite topics of wine and women, or as he put it 'liquor and the ladies'. The latter is a delicate question, which I will not touch upon. With reference to the former question, I would ask him to bear in mind the proper figures to compare are not those of revenue but those of consumption. The latest available figures of consumption of country spirit in Bombay were 128 proof gallons per 1,000 of the population as against 40 in Madras. So our province is not such a drunken one as students of the figures of revenue only are apt to suppose.

"Having dealt with the criticisms, I will now deal with the compliments and will ask the Council to give the credit to those to whom it is due. Honour is due in the first instance to the illustrious authors of the Reforms Report. The reforms have opened up a new era for India as a whole in many respects, but for Madras in particular a new era of prosperity which those of us who were brought up in the parsimonious ways of the past can hardly realize which those of us who knew the circumstances had almost ceased to hope for. Many of us were aware in a more or less definite way of the injustice inflicted on Madras under the Provincial settlements. But our protests had been in vain and it was left to His Excellency Lord Chelmsford and to the Right Hon'ble Mr. Montagu to proclaim the injustice and to declare their intention of putting an end to it. If and when it is righted it means an enchancement of the amount allotted for expenditure in this province by something over 50 per cent an enhancement which opens up

visions to dream about. From the year the reforms take effect the benighted Presidency will have the means to forge ahead in a way that will astonish her critics, and under Your Excellency's guidance she will forge ahead and she will astonish them.

"Honour is due in the second place to Your Excellency in that you have seized upon the admission of the injustice of the settlement and pressed it home in season and out of season until you brought back from the Conference of Heads of Provinces at Delhi, you brought us a promise of another 190 lakhs thus giving us hopes of a settlement far more favourable than we could ever have expected under the proposals of the report. We might have expected Your Excellency to look back with sympathy to the province with which you have been so intimately associated, which has now to pay a part of what Madras has hitherto paid for it. But, to recall the description which the Hon'ble Mr. Simpson reminded us of last night, Your Excellency has never even cast a lingering look of sympathy back to your old love the 'Royal and Dower-Royal Queen,' City of Bombay, but have instead taken to your heart the 'withered beldame' of Madras who is already beginning to 'brood' not upon 'ancient fame' but upon the glories that are two come in the new city that will arise when the Government house and grounds are given over to public use and the Long Tank and its ayacut and the whole road to Guindy are lined with stately houses and so she becomes 'crowned above Queens' again.

"Honour is due in the third place to the Members of the Finance Committee without whose unanimous support I could not have put forward so bold a draft on balances and who have supported us so willingly in all the financial discussions of this important cold weather.

"Madras has so often been led like a lamb to the slaughter that it has become almost a custom in high places to refer to her 'piteous' or 'friendly bleat'. She has recently been led to the slaughter again, but if I may continue the quotation without irreverance, I do not think that on this occasion it can be said of her that this time 'the sheep before her shearers was dumb'. The bleat was certainly not piteous. I hope it was still friendly, but it was also (may I say?) firm and officials and non-officials alike stood fast in demanding full justice at long last.

"Honour is due in the last place to the Chief Secretary, the Assistant Secretary and the Superintendents and clerks of the Finance Department. We talk about the budget, but they are the men that really make it ; I can assure the Council that we owe them all an enormous debt of gratitude for the results achieved, and if I may quote a couplet which is perhaps hackneyed but seems to me to be singularly appropriate the budget is not made.

'In brilliant fits or by a happy quirk,
But by dim, vulgar, vast, unobvious work'."

His Excellency the PRESIDENT :—"Very few remarks are necessary from me after the speeches that we have listened during the last few minutes. But before summing up the remarks, I should like to make one preliminary observation. It seems—I do not know whether it is—to be a practice in this Council that most of the Honourable Members, who, on ordinary occasions, are perfectly well able to discuss affairs with notes or extempore, arrive here with large sheets of paper from which they deliver very excellent and carefully prepared speeches. I am sure Honourable Members will take these remarks in the spirit in which they are made. I suggest that as far as possible we may get rid of these sheets of paper. I do feel very strongly that as we go on, we want to assimilate as much as we possibly can, parliamentary methods, and therefore, may I hope, that at all events, those Honourable Members who are many of them very ready in our ordinary debates will refrain from bringing such sheets of paper and delivering them in this Council.

"After this long and very exhaustive debate which we have had on this budget, I would like to say at once that it has been a very great satisfaction to me to hear Honourable Members congratulating, and I think deservedly congratulating, my honourable colleague, on the preparation of the budget which has shown a breadth of view and courage for which he deserves every possible credit. He realizes, as I think all must realize, that the main thing that is necessary in Madras, is development in every department of our administration.

"Having been at the head of the administration now for very nearly one year, I should like in a very few words, to express my view as to the future requirements of this Presidency. It all centres in one word 'development'. But I realize very fully that development means money and that development therefore, for this year development, cannot be very fast. But it has been impressed upon me more and more particularly as I go on my tours that whenever I come to a municipality or meet a district or local board, the address has always been one constant appeal for more money for the development of educational, medical, sanitary and other needs, that go for the health and welfare of the people. I want to endorse very thoroughly what my hon'ble colleague Sir Rajagopala Achariyar has said with regard to self-help with regard to municipal, district and local board administration. District Municipalities will, in future, have opportunities of showing whether they mean to exercise self-help in order to benefit their administration. With regard to the matter of grants from Government, I am not going to commit myself, although I may perhaps go so far as to say to Honourable Members that I think the system of doles is really a very unsatisfactory system between any Government and its minor administrations. As my honourable colleague has said there is a committee that is going thoroughly into the whole of this question, and I sincerely hope that we shall achieve some method by which we shall be able to assist the municipalities and district and local boards, particularly if we find that they are willing to tax themselves for the benefit of their own people.

"So far with regard to local boards and municipalities. But development is really just as important in those particular departments with which I am more particularly concerned ; I refer to Agriculture, Forests and Industries. For those three departments, I would lay this down

1st April 1920.] *(The President.)*

as a matter of policy, that the more money you put into those three departments, the more revenue will you get out of them which will increase the prosperity of the country and of the people. My Hon'ble friend Mr. Subba Rao made certain remarks with regard to forests in Malabar and South Kanara. I think, he said, that those forests were the best conserved forests in the Madras Presidency, or possibly in India. Now I am afraid I cannot agree with him in regard to that. That they are the finest forests and the most possible productive forests I do most entirely agree ; and the development of those forests should be as far as possible put in hand at once. But the difficulty that I do see having been round in those particular parts of the Presidency, is this. A very large number of those forests belong to janmi landholders I do not think that they have taken much trouble in the way of conservation of forests up to the present day. It is my hope—and I do not know whether my Hon'ble friend Mr. Cox will be able to achieve it—that we shall before long be able to come to some agreement between Government and the great forest owners of Malabar and South Kanara, by which we shall secure satisfactory foresting of those enormous tracts of country, which ought to produce a great revenue for the benefit of the province.

"With regard to industries, I would say exactly the same. Some Honourable Members have, I am glad to say, during last sessions given much encouragement by expressing their views on the development of industry. I do not quite agree with my Hon'ble friend Mr. Subba Rao who suggested that there was no enterprise in the Indian and that all these things must be started first and built up by Government. I am glad to say that I see already—and I think it is going to be seen more and more as months go—signs of enterprise, signs of co-operation between English men and Indians with regard to development of particular industries which I do believe is probably going to be the most satisfactory development that we can possibly achieve in this country in the future. It is perfectly true that Indians do not, and cannot as yet, have the technical knowledge with regard to many matters of industrial concern. It is perfectly true that in England we have got people, who are very highly specialized in those matters. If they can be brought out here, we can join together for this great purpose of developing our industries, and instead of exporting our raw products manufacturing them here which will give much benefit to the country.

"But as I said my honourable colleague's budget has kept that absolutely in view. The one idea, and I think I can claim it on behalf of Government, we have in our minds is the necessity for the development of the province in order to produce the happiness, welfare and prosperity of the people. It has been a matter of real regret to us that owing to the circumstances of which Honourable Members are aware, we have had to adopt to a large extent the policy of standing fast. But, I think my honourable colleague has shown Honourable Members that the position we have taken up is a perfectly sound one financially and that, when next year the Reformed Councils come in, if they go forward on the lines that we have adopted this year they will have a balance of 195 lakhs which is to say the least of it satisfactory. I should therefore wish personally to thank my honourable colleague for the care and attention which he has given to producing a budget of development as an example for the future.

"Before I conclude, I should like to say to Honourable Members that I propose to have the discussion in regard to the Salaries Committee's report informally in the Executive Council chamber the same way as we have had our discussion during the last few weeks with regard to reforms. My hope is that as a result of our discussion Government will be able to come to some definite conclusions. I may also tell Honourable Members that we propose to have an Executive Council meeting on Tuesday next when we hope to settle what temporary allowances we shall decide on and therefore I hope even my Hon'ble friend Mr. Yaqub Hasan will be satisfied that the Government are really taking active measures to look after the interests of their own servants.

"The Council will now adjourn."

The Council then adjourned *sine die* at 5-25 p.m.

F. J. RICHARDS,
Acting Secretary to Govt., L. & M. (Legislative) Dept.

[Appendix.

GOVERNMENT OF MADRAS

FINANCIAL DEPARTMENT

BUDGET FOR 1920-1921

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